Government MLA Corrections Review Report
Response and Status

No.	Corrections Review Report Recommendations	Status
1	Hire twelve probation officers.	Accepted: probation officers will be hired to achieve the caseload target identified in the report.
2	Implement an electronic monitoring pilot.	Accepted: a pilot project will be introduced.
3	Develop and implement a centralized training model for probation officers.	Accepted and underway.
4	Consult probation officers concerning future purchases of computer equipment for their use.	Accepted and underway.
5	Hire a private security firm to conduct curfew checks.	Accepted. This will allow highly-trained correctional officers to return to correctional centres and remand centres where they are needed.
6	Implement revised supervision standards in all community corrections offices.	Accepted. This will allow probation officers to focus more time on higher-risk offenders. The probation officers involved in this successful pilot project supported province-wide expansion of the program.
7	Expand the case aides pilot to a permanent program, pending the outcome of a formal evaluation.	Accepted. This successful pilot helped probation officers focus more time on higher-risk offenders. Case aides are fully qualified probation officers who carry a larger caseload of lowest risk offenders.
8	Ensure that a standardized file format and clear and consistent violation process is used across the province.	Accepted and underway. File documentation will be streamlined so that when files are transferred from one area of the province to another they remain consistent.
9	A joint judiciary/ corrections information sharing committee is recommended.	Accepted. Department officials will write to the judiciary to invite their participation in this process.
10	Support efforts to exclude serious violent and sexual offences from conditional sentence eligibility.	Accepted and the Solicitor General and the Minister of Justice continue to raise this issue with their federal counterparts that serious violent and sexual

No.	Corrections Review Report Recommendations	Status
		offenders not be eligible for a conditional sentence in the community.
11	Support efforts to restrict the statutory criteria respecting intermittent sentences.	Accepted. The Solicitor General and the Minister of Justice have been lobbying their federal counterparts to change the qualification requirements for an offender to receive an intermittent or weekend sentence.
12	Implement a smoking ban in all correctional facilities	Accepted – will be gradually implemented over a six month period.
13	Issue cut resistant gloves to all staff.	Accepted and completed
14	Make five protective vests accessible to staff at all adult centres.	Accepted and completed.
15	Expand the secure telephone system to remand centres	Accepted and an agreement has been signed with Telus for the installation of the system to better protect the rights of victims.
16	Expand videoconferencing at remand centres, pending the outcome of a pilot study. (Videoconferencing allows inmates to appear before the court via video link without having to travel)	Accepted and a pilot project is underway involving the Edmonton Remand Centre, Calgary Young Offender Centre and Provincial Courthouses in St. Paul, Bonnyville, Cold Lake, Wetaskiwin, Leduc, Camrose, Stony Plain, and the Calgary Youth Justice Court.
17	Implement the critical incident response teams proposal.	Accepted. Corrections is enhancing the training provided to teams that will ensure appropriate debriefing is provided to corrections staff after dealing with incidents that involve high emotional stress.
18	Privatization initiatives in Ontario should be continuously monitored.	Accepted.
19	Implement a staff attendance management strategy.	Accepted and underway.
20	Close young offender centres in Lethbridge and Grande Prairie as well as young offender units in the Red Deer and Medicine Hat remand centres.	Accepted in part; the Grande Prairie Young Offender Centre will remain open to ensure there continues to be one young offender facility for all of

No.	Corrections Review Report Recommendations	Status
		northern Alberta.
21	Implement a fee-for-service contract with the Poundmaker's Adolescent Treatment Centre	Accepted.
22	Terminate contract respecting Enviros Base camp for young offenders	Accepted.
23	Keep Shunda Creek youth corrections camp open.	Accepted to ensure there continues to be one camp operation for youth.
24	Close camp operations at Medicine Lodge, Tees, Fort McMurray and Footner Lake.	Accepted in part. Fort McMurray camp will remain open to help take pressure off the local RCMP. This camp is unique because it also houses intermittent or weekend servers, who could not reasonably be transported back and forth between Edmonton and Fort McMurray. Closing other camps would also boost the population of the Fort McMurray camp.
25	Terminate contracts for the operation of Westcastle camp, Metis Nation Wilderness camp, and the Kainai Community Correctional Centre.	Accepted in part. Kainai Community Correctional Centre and Metis Nation Wilderness Camp will remain open. Keeping the successful Kainai Correctional Centre on the Blood Reserve open will ensure there is an appropriate facility for Aboriginal offenders in Southern Alberta. The Metis Nation Wilderness Camp is the only camp in Northern Alberta whose population is Aboriginal offenders.
26	Keep Alsike camp for impaired drivers open.	Accepted.
27	Close Calgary Correctional Centre's vehicle operation.	Accepted and completed.
28	Essential that adult offender education framework be retained.	Accepted.
29	Continue support for youth justice committees and community conferencing.	Accepted.
30	Make the Young Offender Attendance	Accepted. These centres offer enhanced

No.	Corrections Review Report Recommendations	Status
	Centre pilots in Calgary and Edmonton a permanent program.	supervision of youth serving sentences in the community.
31	Close farming operations at the Peace River, Fort Saskatchewan, and Lethbridge correctional centres.	Accepted.
32	Expand behaviour management plans for Fetal Alcohol Syndrome (FAS) affected offenders in all adult centres.	Accepted.
33	Maintain forensic psychiatric services at current level.	Accepted.
34	Mandate zero tolerance for violence against staff members.	Accepted and completed with passing of the *Corrections Amendment Act* in September 2003.
35	Conduct random drug testing of offenders.	Accepted and completed with passing of the *Corrections Amendment Act* in September 2003.
36	Further enhance monitoring of earned remission.	Accepted and completed with passing of the *Corrections Amendment Act* in September 2003.
37	Enhance authority to enter into agreements with non-governmental sector.	Accepted, but no immediate plans to introduce legislation of this nature.
38	Retain savings from recommendations that are implemented.	Accepted and approved by Treasury Board.

Government MLA Review of Correctional Services

The Changing Landscape of Corrections

Mary Anne Jablonski, MLA
Red Deer North Constituency
Chair, Youth Secretariat

November 29, 2002

Honourable Heather Forsyth
Solicitor General

Dear Mrs. Forsyth:

The MLA Correctional Services Review Committee is pleased to present the committee's report and recommendations. The report includes findings that will help the Alberta Solicitor General continue to provide cost effective programs that hold offenders accountable and promote safe communities. While our report recommends a number of adjustments to reflect changes in the corrections landscape, we found that overall, correctional services in this province were cost effective and well managed.

There has been growing criticism in recent years of what the media refer to as "club-fed" corrections. We hope that this report will provide Albertans with better insight into our province's cost-effective and accountable corrections system as compared with the approach to corrections taken by the federal government.

The report includes recommendations for closures of several facilities. These were difficult decisions, as we recognize that many of these facilities have, in the past, provided assistance to local communities through inmate labour. These operations are no longer viable, however, and savings from closures will provide for enhanced community safety through more intensive supervision and monitoring of higher risk offenders in the community. Savings identified by the review committee must be utilized to support proposed initiatives, such as hiring additional probation officers and electronic monitoring, that are necessary to address new challenges in the changing landscape of corrections.

We would like to thank the many corrections workers, volunteers, and representatives of partner agencies, organizations and groups who provided their comments and suggestions to our committee during the review.

We encourage you to carefully consider our findings. As well, the committee's chair offers her continuing support in implementing the report's recommendations.

Sincerely,

Mary Anne Jablonski, MLA	Thomas Lukaszuk, MLA	Ray Danyluk, MLA
Red Deer-North	Edmonton-Castle Downs	Lac La Biche-St. Paul

Review of Corrections Programs

November 2002 by the Legislative Assembly of Alberta.

Permission is granted for non-commercial reproduction only, provided the source is acknowledged.

The views expressed in this report are those of the MLA Review Committee. They do not necessarily represent the official policy or views of the Alberta Solicitor General.

Front cover art from centre to counter clockwise: Alberta Correctional Services Crest; St. Albert Community Corrections Office (left to right: Ken Horrigan, Kathleen Ollinger, Kim Sanderson, Stephen Fraser); Lethbridge Correctional Centre; Edmonton Young Offender Centre; Peace River Correctional Centre; Alsike Impaired Driving Camp; Edmonton Attendance Centre; and Shunda Creek Youth Corrections Camp.

ISBN: 0-7785-2244-X

Table of Contents

Government MLA Review Committee of Alberta Correctional Services 6

Acknowledgements 6

Summary of recommendations 7

Report highlights 10

1. Introduction 12

2. Methodology 16
   2.1. Government MLA Review Committee 16
   2.2. Review process 17
3. The corrections landscape 21
   3.1. Effect of current sentencing practices on Alberta's corrections programs 22
   3.2. Offender security and staff safety 30
   3.3. Staff and funding resources for corrections programs and custody bed requirements / occupancy rates 36
   3.4. Offender rehabilitation and work programs 48

Appendices 57
   A. List of partners with an interest in corrections programs 58
   B. Letter to partners 66
   C. Second letter to partners 67
   D. List of youth justice committees 68
   E. Copy of news release and backgrounder 69
   F. Alberta map showing sites visited 72
   G. Written submissions – topics 73
   H. Letter from Arnold Galet 74

Government MLA Review Committee of Alberta Correctional Services

Mary Anne Jablonski, MLA, Red Deer-North (Chair)

Ray Danyluk, MLA, Lac La Biche-St. Paul

Thomas Lukaszuk, MLA, Edmonton-Castle Downs

Acknowledgements

The review committee wishes to thank everyone who took the time to provide a written or verbal submission for our consideration. In addition, we thank all who made a public or private presentation to us during the review process.

The committee wishes to acknowledge the support services provided throughout the review by the office of the Alberta Solicitor General and by Alberta Correctional Services. In particular, a special thank you to Ms. Debbie Malloy and Mr. Jim Cook for their support and assistance.

Summary of recommendations

1. Hire twelve additional probation officers
2. Implement an electronic monitoring pilot
3. Develop and implement a centralized training model for probation officers
4. Consult probation officers concerning future purchases of computer equipment for their use
5. Hire a private security firm to conduct curfew checks
6. Implement revised supervision standards in all community corrections offices
7. Expand the case aides pilot to a permanent program, pending the outcome of a formal evaluation
8. Ensure that a standardized file format and a clear and consistent violation process is used across the province
9. A joint judiciary / corrections information sharing committee is recommended
10. Support efforts to exclude serious violent and sexual offences from conditional sentence eligibility
11. Support efforts to restrict the statutory criteria respecting intermittent sentences
12. Implement a smoking ban in all correctional facilities
13. Issue cut resistant gloves to all staff
14. Make five protective vests accessible to staff at all adult centres
15. Expand the secure telephone system to remand centres
16. Expand videoconferencing at remand centres, pending the outcome of a pilot study

17. Implement the critical incident response teams proposal

18. Privatization initiatives in Ontario should be continuously monitored

19. Implement a staff attendance management strategy

20. Close young offender centres in Lethbridge and Grande Prairie as well as young offender units in the Red Deer and Medicine Hat remand centres

21. Implement a fee-for-service contract with Poundmaker's Adolescent Treatment Centre

22. Terminate contract respecting Enviros base camp for young offenders

23. Keep Shunda Creek youth corrections camp open

24. Close camp operations at Medicine Lodge, Tees, Fort McMurray, and Footner Lake

25. Terminate contracts for the operation of Westcastle camp, Metis Nation Wilderness camp and the Kainai Community Correctional Centre

26. Keep Alsike camp for impaired drivers open

27. Close Calgary Correctional Centre's vehicle repair operation

28. Essential that the adult offender education framework be retained

29. Continue support for youth justice committees and community conferencing

30. Make the Young Offender Attendance Centre pilot a permanent program

31. Close farming operations at the Peace River, Fort Saskatchewan, and Lethbridge correctional centres

32. Expand behaviour management plans for Fetal Alcohol Syndrome (FAS) affected offenders in all adult centres

33. Maintain forensic psychiatric services at current level

34. Mandate zero tolerance for violence against staff members

35. Conduct random drug testing of offenders

36. Further enhance monitoring of earned remission

37. Enhance authority to enter into agreements with the non-governmental sector

38. Retain savings from recommendations that are implemented

Report highlights

This report includes recommendations that will help the Alberta Solicitor General continue to provide cost effective programs that hold offenders accountable and promote safe communities.

While our report recommends a number of adjustments to reflect new correctional challenges we found that, overall, correctional services in this province were cost effective and well managed. Adult correctional and remand centre operations continue to be provided at the lowest or next-to-lowest cost in the country.

There has been growing criticism in recent years of what the media refer to as "club fed" corrections. We hope that this report will provide Albertans with better insight into our province's cost-effective, accountable and no frills corrections system as compared with the approach to corrections taken by the federal government.

During the past several years the corrections landscape has significantly changed. It has been affected by serious and violent crimes initiatives and changing sentencing practices – particularly the use of conditional sentencing. The use of alternative measures and youth justice committees has significantly reduced the number of youth in custody. Fewer youth in custody is a positive outcome because we believe that most young offenders respond better to community-based programs than they do to programs offered in a custody setting. However, adult offender custody populations, especially offenders on remand, have been rising during the past year. In 2001-02, the remand population increased by 23 per cent and the sentenced population in Alberta facilities grew by 9 per cent over the previous year.

Due to the nature of their charges, criminal history, or other factors, the majority of adult offenders incarcerated in Alberta correctional centres are unsuitable for placement in a minimum-security camp or facility. Falling numbers of minimum-security adult offenders during the past several years has resulted in minimum-security operations that are significantly under utilized.

The report includes recommendations for several camp and facility closures. The Grande Prairie and Lethbridge Young offender Centres, one contracted young offender camp and young offender units at the Medicine Hat and Red Deer remand centres should be closed. Except for the Alsike camp for impaired drivers, all adult offender camps and a contracted minimum-security correctional facility should be closed. Due to an increasing adult custody population, however, further closures of adult remand or correctional facilities should not be considered.

The Solicitor General must retain savings from closures. Savings identified by the review committee must be utilized to support other proposed initiatives (for example, hiring additional probation officers and electronic monitoring) that are necessary to address current and future challenges in corrections.

Some other recommendations include:

- Hiring additional probation officers
- Using electronic monitoring on a trial basis
- Support for initiatives to address community corrections workloads
- Utilizing a private firm to conduct curfew checks
- Continued monitoring of privatization initiatives in Ontario
- A smoking ban in adult correctional and remand facilities
- An absenteeism strategy for corrections workers in adult and young offender centres
- Availability of a number of stab resistant vests at every adult centre
- A more secure offender telephone system for remand centres
- Random drug testing for adult offenders
- Expanding behaviour management plans for Fetal Alcohol Syndrome affected offenders in all adult centres

1. Introduction: On the right track

Alberta Correctional Services has achieved a track record of having the lowest, or next-to-lowest, adult incarceration costs in Canada. Alberta's correctional system is tough, but humane; it is fair, efficient, accountable, without frills. While our report recommends a number of adjustments to reflect changes in the corrections landscape, we believe that, overall, correctional services in this province are cost effective and well managed.

The review committee visited all Alberta correctional facilities. Inmates incarcerated at Alberta correctional centres do not have televisions or computers in their cells, nor is steak on the menu. Inmates have access to basic amenities, not luxuries. To encourage constructive use of leisure time, correctional centres provide books and opportunities to participate in recreational activities in the evening.

All inmates are required to work unless medically unfit. They are not paid for this work. It is an opportunity for offenders to learn basic work skills and habits, and for inmates to give something positive back to the community. Overall, we were impressed with the manner in which Alberta correctional facilities are operated.

"The provinces run a much tighter ship than Ottawa."

-Michael Harris, *Con Game: The Truth about Canada's Prisons* (Page 3)

Yet news reports critical of Canada's prisons and parole system are appearing in the media with alarming frequency. Recently, for example, Canadian Alliance MP Randy White and Michael Harris, author of *Con Game: The Truth about Canada's Prisons*, have called for a public inquiry into prisons and parole. Albertans have a genuine stake in the safety and success of federal corrections programs, as the Correctional Service of Canada (CSC) operates several correctional institutions and supervises parolees throughout Alberta.

Over the past several months the media has chronicled the following activities in prisons: inmates engaged in telemarketing vacation packages and conducting telephone surveys, playing golf, going fishing, having "pizza and porn parties," violent sexual offenders engaging in "a skinny dipping pool party and filet mignon steak barbeque," and prisoners using their own personal computers to store escape plans, commit fraud and make phony I.D.

"Inmates get no pay in the provincial system – right on!"

-Correctional Service Canada uniformed staff member at one of the CSC institutions visited by the committee

All of these reports, however, criticize corrections programs or institutions operated by the federal government. Unfortunately, too many Albertans are unaware of the significant differences between Alberta's corrections system and that of the federal government.

Consequently, Albertans cannot be blamed for thinking that negative media reports regarding activities in federally operated correctional institutions could be applied, in general terms, to Alberta's correctional centres.

"Staff don't wear uniforms here because we don't want to make any distinctions between inmates and staff."

- Manager at the Edmonton Institution for Women

As public criticism of the federal government's approach to corrections becomes even more widespread, it is increasingly important to ensure that Albertans understand the differences between the two correctional systems.

The inmates are well aware of the differences! While touring the Edmonton Institution, for example, an inmate told the committee that if the court had sentenced him to serve time in a provincial correctional centre, he would have thrown one of his shoes at the judge, to make sure he was given a long enough sentence to be placed in a federal institution.

A female inmate led our tour of the Edmonton Institution for Women. During the tour, a centre manager advised the committee that employees do not wear uniforms, as it was important to not make distinctions between inmates and staff! Committee members were subsequently advised that another manager at the facility, who toured a group of judges through the women's institution on a later date, said that Alberta's correctional system was barbaric as it was based on a "punishment model."

"If I thought the judge was going to sentence me to less than two years and I would be sent to a provincial jail, I would take my shoe off and throw it at him to make sure he gave me two years."

-Inmate at a federal penitentiary

We spoke with dozens of front line employees in correctional centres throughout Alberta. The corrections workers we met were more than just "guards." They took great pride in their work; it was apparent that they strived to maintain an effective level of rapport with offenders.

"We are not simply guards, but individuals highly trained in the positive social interaction that is practiced daily in the correctional setting."

-Excerpt from a written submission to the committee

One of the most notable things the committee saw was the nature of the interaction between corrections workers and offenders. While corrections workers treated offenders under their supervision humanely, there was also little doubt that the staff were in charge.

An effective correctional system must deter offenders, not appeal to them. We believe that both rehabilitation and deterrence play an important role in Alberta's corrections system. Both of these objectives work together to achieve the same goal – safer communities. We think that most Albertans would agree.

The committee wishes to acknowledge the achievements and awards of Alberta Correctional Services employees and volunteers. The following exemplify these achievements:

- **2000 Bronze Premier's Award of Excellence** for the development of community alternatives to incarceration (attendance centre operations in Edmonton and Calgary)

- **2001 Silver Premier's Award of Excellence** for Respect in the Workplace – an initiative under the Positive Workplace Program

- **2002 Silver Premier's Award of Excellence** for the Calgary Correctional Centre's eyeglass recycling program

- **2002 Institute of Public Administration of Canada (IPAC) Gold Award For Innovative Management** – for the youth justice committees' initiative that encourages communities to invest in their young people. Alberta's current rate of incarceration for youth is the second lowest among Canadian provinces and territories, and Alberta has the lowest probation rate for youth in the country. The use of custody has steadily declined in each of the last five years, as there has been more reliance on alternatives to incarceration, including referrals to youth justice committees.

Our guiding principles

The following key principles guided our review of corrections programs.

- **Cost effective**
  First, we want to ensure that Alberta's corrections programs continue to be provided in a cost effective manner. Alberta has been a national leader in this regard and it is important to continue this approach.

- **Alberta's unique corrections programs**
  Second, we believe that Albertans should be more aware of the unique nature of Alberta's adult custody corrections programs, particularly as compared with those provided by the federal government.

- **Meeting correctional needs in a changing landscape**
  Third, we recognized that the corrections landscape has changed in recent years. Initiatives that have occurred with respect to serious and violent crimes and changes in sentencing practices have had a huge impact on both custody and community supervision of offenders.

  The number of adult offenders under supervision in the community has been increasing while fewer minimum-security adult offenders are incarcerated. A significant decline in the number of young offenders in custody has also occurred. In light of these changes, we want to ensure that Alberta's custody and community corrections programs continue to meet current and future correctional challenges.

- **Was there a reduction in recidivism?**
  Lastly, when we examined corrections programs, we asked ourselves the question: do these programs help to reduce recidivism? We were very interested in programs where reductions in recidivism had been objectively established.

2. Methodology

Invitations for written submissions were mailed directly to a broad range of individuals and organizations likely having an interest in providing input to the review. Employees of the Correctional Services Division were encouraged to submit suggestions to the committee, and the committee also accepted unsolicited submissions from anyone with an interest in the review. [1]

"My ministry has three core businesses. We've already undertaken a review of policing and are currently reviewing victims programs. A review of correctional programs, even though they are the most cost-effective in the country, is the logical next step."

-Solicitor General Heather Forsyth, cited in Just-in, an Alberta Justice and Alberta Solicitor General Newsletter, Summer 2002, page 4

The committee received numerous written submissions. Each submission was carefully reviewed and discussed by the committee.

Appendix "G" lists the various topics of interest that the committee found in the letters they received. Areas of interest included privatization, offender programs and services and probation officer workloads.

A significant component of the review process, as described below, included comprehensive tours of corrections facilities and program sites.

2.1 Government MLA review committee

On May 23, 2002, Alberta Solicitor General Heather Forsyth announced that a review of corrections programs had been initiated. Previously, reviews of victims and policing programs had been announced. Mary Anne Jablonski, MLA for Red Deer-North was appointed Chair of the Correctional Services Review Committee. The committee included two other members, Ray Danyluk, MLA for Lac La Biche-St. Paul and Thomas Lukaszuk, MLA for Edmonton-Castle Downs.

[1] Please see Appendix A, B, C and H for a list of partners and copies of correspondence sent to partners and employees.

Purpose

The purpose of the review was to assess the design and delivery of correctional programs in Alberta. The review examined Alberta Correctional Services' operations in areas of:

- Effect of current sentencing practices on Alberta's corrections programs
- Offender security and staff safety
- Staff and funding resources for correctional programs, including custody bed capacity requirements / occupancy rates
- Offender rehabilitation and work programs.

This report includes findings that, if implemented, will ensure that Alberta's correctional programs will continue to be cost-effective and appropriate to current and future correctional challenges and the safety needs of Albertans.

2.2 Review process

Currently, Alberta Correctional Services directly manages eight adult correctional centres and two attendance centres and contracts with an aboriginal organization for the operation of one adult centre. Correctional facilities incarcerate offenders remanded into custody or sentenced to periods of custody up to two years less one day. Alberta correctional centres have seven satellite minimum-security camps, two of which are managed by aboriginal organizations.

Alberta Correctional Services also manages four young offender centres, two young offender attendance centres and one work camp. An additional camp program and four open custody group homes are operated by non-profit organizations under contract.

Alberta Correctional Services administers pre-trial supervision, community (probation) and custody sentences through a variety of community and custodial supervision programs for adult and young offenders. It can also supervise alternative sanctions that meet strict eligibility criteria, including adult and young offender alternative measures programs, and those administered by adult and youth justice committees. It is responsible for ensuring that its correctional services are efficiently operated, appropriate to the current and anticipated needs of the courts, and that they protect the community, hold offenders accountable through custody and supervision and work services, and provide adequate offender rehabilitation opportunities.

Comprehensive tours of adult correctional and youth facilities in Alberta[2]

The committee's review of corrections programs involved a comprehensive tour of provincial adult correctional and young offender facilities. Facility and program site tours began on May 28, 2002. The last site visit occurred on November 15, 2002.

We visited all Alberta adult correctional facilities, as follows:

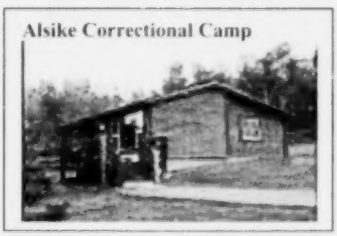
- Edmonton Remand Centre
- Fort Saskatchewan Correctional Centre
- Peace River Correctional Centre
- Red Deer Remand Centre
- Calgary Remand Centre
- Calgary Correctional Centre
- Medicine Hat Remand Centre
- Lethbridge Correctional Centre

All young offender centres were visited, as follows:

- Grande Prairie Young Offender Centre
- Edmonton Young Offender Centre
- Calgary Young Offender Centre
- Lethbridge Young Offender Centre
- Red Deer Remand Centre (young offender unit)
- Medicine Hat Remand Centre (young offender unit)

Adult minimum-security facilities were visited, as follows:[3]

- Camp Medicine Lodge (located near Edson)
- Camp Tees (located near Lacombe)
- Alsike camp for impaired drivers (located near Warburg)
- Metis Nation Wilderness camp (located near Lac La Biche)[4]
- Westcastle camp (located near Pincher Creek)[5]
- Fort McMurray camp (located in Fort McMurray)
- Kainai Community Correctional Centre (located at Standoff)[6]


Alsike Correctional Camp

---

[2] Please see Appendix F, which lists the Alberta sites that were visited by the review committee (the provincial map)

[3] Footner Lake minimum-security camp was closed during the review period; therefore this camp was not visited.

[4] Metis Nation Wilderness camp is operated as a tripartite agreement between the departments of the Solicitor General and Environment, and the Metis Nation of Alberta, zones 1, 2, 5, and 6.

[5] Westcastle camp is operated under contract by Native Counselling Services of Alberta.

[6] Kainai Community Correctional Centre is located in Standoff, on the Blood Reserve. Operated under contract by a non-profit board of directors.

All young offender camps were visited, as follows:

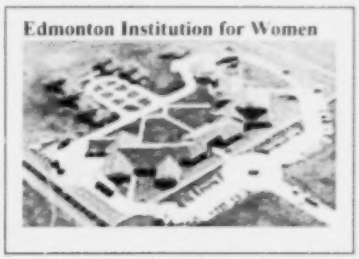
- Enviros base youth camp (located west of Calgary)[7]
- Shunda Creek youth camp (located near Rocky Mountain House)

The committee also toured:

- Enviros ExCEL group home for young offenders (Calgary)[8]
- Poundmaker's Adolescent Treatment Centre (St. Paul)[9]
- The Phoenix program for sex offenders (Alberta Hospital – Edmonton)[10]
- Edmonton Attendance Centre
- Alberta Adolescent Recovery Centre (Calgary)

The committee visited two correctional facilities in Alberta operated by the Correctional Services of Canada:[11]

- Edmonton Institution
- Edmonton Institution for Women



The committee toured two young offender centres and two adult correctional facilities in Ontario:[12]

- Sprucedale Youth Centre (Simcoe)
- Toronto Jail
- Central North Correctional Centre (Penetanguishene)[13]
- Project Turnaround (Simcoe County)[14]

---

[7] The Enviros Wilderness School Association operates Enviros base youth camp under contract.

[8] Enviros ExCEL group home for young offenders is operated under contract by the Enviros Wilderness School Association.

[9] The Solicitor General contracts for twenty beds for young offenders serving open custody dispositions to attend a ninety-day residential alcohol treatment program. A full time school program is also offered.

[10] The committee would like to thank Dr. M. Tweddle, Consultant Psychiatrist and Leslie Kirkby, Clinical Team Manager, for meeting with the committee and providing them with a tour and overview of the Phoenix sex offender treatment program.

[11] The committee would like to thank Warden John Junker, Edmonton Institution and Acting Warden Ash Mall, Edmonton Institution for Women, for meeting with the committee during the tour of their respective facilities.

[12] The committee would like to thank Ontario Solicitor General, Robert Runciman, Minister of Public Safety and Security, Garfield Dunlop, MPP for Simcoe North, and the many senior officials and staff with Ontario Corrections who met with the committee and provided tours of correctional and young offender facilities in the province of Ontario. Special thanks to Mike Conry for providing travel assistance.

[13] The Central North Correctional Centre is Canada's first privately operated correctional centre. Ontario entered into a private-public partnership with Management & Training Corporation to operate the facility.

[14] Project Turnaround is a privately operated strict discipline young offender facility that is operated under contract by Encourage Youth Corporation.

During the review process, the committee spoke with many individual staff members, including corrections workers in adult and young offender facilities and many probation officers across Alberta. In addition, we spoke with many other individuals and groups. These include, in part, the following:[15]

- Crown prosecutors
- The Chief Judge of the Provincial Court and several Provincial Court judges
- The Chief Justice of the Court of Queen's Bench and several Court of Queen's Bench Justices
- Representatives from the Alberta Mental Health Board
- Members of Local 003 executive of the Alberta Union of Provincial Employees
- The president of the Alberta Union of Provincial Employees
- Representatives from the Metis Nation of Alberta
- Representatives from the Yellowhead Tribal Community Corrections Society
- Representatives from Kainai Community Corrections Society
- Native Counselling Services of Alberta at Westcastle Camp
- Representatives from Siksika Justice Commission
- Representatives from the Tsuu T'ina / Stoney Community Corrections Society
- Representatives from Aboriginal Justice Initiatives
- Representatives from the Town of Pincher Creek
- Representatives from the City of Calgary (young offender probation services)
- Representatives from the Edmonton Community Conferencing Association
- Representatives from Edmonton Police Services / Community Corrections & Release Programs Partnership program for supervision of high risk offenders

The committee visited every adult correctional and young offender centre in Alberta. Adult and young offender camps were also visited as were a large number of community corrections offices throughout the province. Four adult and young offender facilities in Ontario, and two federally operated penitentiaries in Alberta, were also toured.

See Appendix F for a map of Alberta indicting the centers and camps visited by the committee.

Written Submissions

The written submissions were carefully reviewed and discussed by the committee. Although confidentiality was not promised, the names of those who wrote to us are not included in the report in order to ensure the privacy of participants. Appendix "G" lists the various topics of interest that the committee found in the letters.

The primary areas of interest included: privatization, offender programs and services, community corrections issues, staff safety / offender security and camps.

---

[15] This is not an exhaustive list, as the committee did not maintain an ongoing list of everyone who spoke to each committee member during the review period. The committee would like to express its appreciation to everyone who made a public or private presentation to one or more of us.

3. The corrections landscape

The committee reviewed several key areas relative to correctional programs and services. They are not listed in order of priority; the letters are provided for reference to access further information within this report.

3.1 Effect of current sentencing practices on Alberta's corrections programs

3.2 Offender security and staff safety

3.3 Staff and funding resources for corrections programs, including custody bed capacity requirements / occupancy rates

3.4 Offender rehabilitation and work programs

3.1 Effect of current sentencing practices on Alberta's corrections programs

1. Hire twelve additional probation officers

Various serious and violent crimes initiatives introduced in 1996 by Alberta Justice resulted in fewer minimum-security adult offenders in provincial correctional centres. As well, the courts are giving more offenders non-custody dispositions.

In 1996 federal legislation resulted in the creation of conditional sentences. These sentences were created to allow the courts to place less serious adult offenders, who would have ordinarily received short jail sentences onto a sentence to be served in the community under supervision. Since 1996 the total adult caseload has increased by approximately 17 per cent. During this period, probation officer full time equivalents have increased by 21 per cent.

On January 31, 2000, the Supreme Court of Canada ruled on several conditional sentences cases, one of which was *Regina v. Proulx* from Manitoba. Principles for imposing conditional sentences are set out in the ruling. This case has had a major impact on how conditional sentencing provisions of the *Criminal Code* have been utilized by the courts across Canada.

During the year after the *Proulx* ruling, the use of conditional sentences rose nearly 43 per cent in Alberta compared to the previous year. This was the largest increase of any of the provinces.[16]

The majority (about 71 per cent) of the total adult community corrections caseload consists of offenders who are on probation. Currently, of the total community corrections caseload, 3.6 per cent are supervised for sexual offences, 7 per cent for serious assaults, and 1 per cent for robbery.

Currently 12 per cent of the adult community corrections caseload is under conditional sentence supervision. Since the conditional sentence is regarded as a custody disposition served in the community, the supervision is rigorous and often there are a large number of conditions imposed as part of the sentence. For example, the courts are now adding curfews to 85 per cent of the conditional sentences imposed.

The review committee met with many probation staff members across Alberta to discuss their views on the impact that serious and violent crimes initiatives and changes in sentencing practices have had on their job. Most probation officers mentioned increasing workload and caseload pressures as their greatest concern.

---

[16] As reported by Justice Canada.

At this time, the average probation officer caseload is 104 per probation officer in urban areas and at 82 for probation officers in rural areas of the province. A previous Community Corrections Review of Practices – Final Report[17] suggested that an appropriate caseload size for probation officers would be 90 cases for probation officers in urban offices and 80 cases for probation officers at rural offices. Since this report was completed the case aides and revised supervision standards pilots have helped to alleviate workloads in offices where the pilots have been implemented.[18]

With the current caseload numbers, an additional 12 probation officers (10 urban and 2 rural) would need to be hired to achieve the aforementioned caseload targets. The impact of expanding the case aide and revised supervision standards pilots is included in the determination that 12 additional probation officers are required. As officers of the court, probation officers need to have sound interpersonal and writing skills. Any further recruitment to probation officer positions must ensure consideration of these strengths.

The review committee recommends that twelve additional probation officers be hired to alleviate high probation officer caseloads and that the impact of these additional positions be evaluated after one year.

2. Implement an electronic monitoring pilot

Electronic monitoring can be used to assist in the supervision of offenders on early release from prison, to provide monitoring of offenders on bail release or to assist in supervising offenders serving community-based dispositions.

Four Canadian jurisdictions, British Columbia, Saskatchewan, Ontario and Newfoundland, utilize some form of electronic monitoring of offenders.

There is currently insufficient evidence to prove that electronic monitoring reduces recidivism in the long term. Regardless, it is reasonable to assume that while under this form of supervision, offenders will be less likely to engage in further criminal behavior, as they will conclude that they are more likely to get caught. Ensuring that the highest risk offenders are subject to electronic monitoring would promote safer communities and enhance all Albertans' sense of security.

Recently, Ontario announced that it was embarking upon a public-private partnership to deliver an expanded electronic surveillance program. A variety of tools are being considered, including voice recognition / verification systems, presence / absence radio-frequency systems and global positioning systems.

---

[17] The review of practices committee consisted of various representatives from the Community Corrections and Release Programs Branch.

[18] Please refer to recommendations #6 and #7 for additional information regarding the pilots.

Voice verification technology is currently regarded as unreliable and less effective than other systems. Presence / absence monitoring devices are the most commonly used technology. These devices do not track offender's movements, but rather indicate whether or not an offender is at home. A presence / absence radio frequency device, usually in the form of an ankle bracelet, is placed on the offender and transmits a continuous electronic signal to a receiver that is placed in an offender's home. The receiver is connected to a central monitoring computer via a telephone line.

Another technology is a global positioning system (GPS) capable of tracking an offender's movements throughout the day. Currently, "active" and "passive" GPS are available to monitor an offender's movements. Active GPS requires that the offender wear a bracelet and carry a relatively bulky GPS receiver, which is carried in a backpack or a briefcase. The GPS receiver transmits information about where the offender is in relation to a station. The information is transmitted to a geographic information system that translates and maps the offender's longitude and latitude coordinates into an address. Staff at a monitoring station then observe the offender's activities.

Passive GPS does not monitor the offender's ongoing activity, but reports where the offender has been. Passive GPS involves the use of an ankle bracelet and a smaller belt clip receiver carried by the offender. A cradle is located at the offender's residence. The offender wears the bracelet and receiver during the day and places the receiver into the cradle when he returns home. Information on the offender's activities over the course of the day is downloaded from the receiver into the cradle and transmitted to a station where the information is available to whoever requires it.

Electronic systems can be programmed to set up "electronic fences" around areas of a community that are off-limits to particular offenders. Electronic monitoring could provide the courts with compelling evidence that an offender breached a court-ordered condition by entering an area that a judge prohibited, such as a bar, a schoolyard or a playground.

Costs for electronic monitoring systems vary, depending upon the type of equipment used and the number of offenders under this form of supervision. Global positioning systems are the most expensive, however, at approximately $20 per offender per day, excluding manpower.

The most commonly used form of electronic monitoring is a presence / absence radio frequency device. This equipment typically costs $9.50 to $13 per offender per day in other Canadian jurisdictions. The presence / absence radio frequency system utilized in British Columbia costs approximately $9.50 per offender per day. This includes equipment costs and the staff required to install and monitor the equipment, and respond to alerts. Currently, approximately 5 per cent of B.C. offenders serving a conditional sentence with a curfew are placed on electronic monitoring.

As indicated previously, most offenders under supervision in the community in Alberta are on probation, which is one of the least serious sanctions that the criminal court can impose. These offenders should not be subject to electronic monitoring. As well, most offenders on conditional sentence are not significant risks to the community; therefore they would not be appropriate candidates for electronic monitoring.

The committee is very mindful that electronic monitoring has the potential of being expanded, whereby the net of social control is unnecessarily widened. Utilizing electronic monitoring widely also dramatically increases costs. For example, the annual cost to electronically monitor all offenders on conditional sentence under curfew in Alberta, assuming current curfew check operations are discontinued, would be approximately $2.6 million. Doing this would not be good value for the dollar, as the great majority of these offenders do not need the additional control provided by electronic monitoring.

If approximately 5 per cent of the offenders serving a conditional sentence with a curfew condition in Alberta were placed on a presence / absence radio frequency electronic monitoring system identical to B.C.'s, and the current practice of curfew monitoring continued for the others, the committee was advised that the additional cost would be approximately $416,000.

The committee recommends that Alberta Correctional Services implement a pilot of this nature. Alberta Correctional Services should develop the pilot in consultation with representatives from police agencies, crown prosecutors, and members of the judiciary. It will be important to ensure that appropriate sanctions are imposed for violations of electronic monitoring-related conditions.

Additionally, offenders under supervision in the community who are considered dangerous – that is to say, offenders identified for public notification under section 32 of the Freedom of Information and Protection of Privacy Act (FOIP) – should be included in the pilot. An active GPS system should be utilized for these offenders. Utilizing GPS will provide additional information about available technologies. As well, GPS will enable these higher-risk offender's movements to be tracked.

Due to severance costs that may be associated with recommended closures of some young offender and adult minimum-security facilities, the electronic monitoring pilot should not be implemented until the fiscal year 2004-05, when the Solicitor General will be in a better position to fund it.

The evaluation of the pilot should include the reliability of the technology, the number of breaches, the percentage of successful breach convictions, and re-offending rates while under supervision. The pilot should be eliminated, maintained or expanded, depending upon results obtained.

Many American jurisdictions that utilize electronic monitoring assess a fee that makes this type of supervision more cost effective. The committee is uncertain whether this is a possibility in Canadian jurisdictions, however this possibility should be explored.

Review of Corrections Programs

3. Develop and implement a centralized training model for probation officers

The review committee heard from many probation officers that centralized training is necessary. The committee has been advised by Alberta Correctional Services that a centralized training model for probation officers is being developed.

The Community Corrections and Release Programs Branch is currently in the process of identifying a staff member to coordinate the delivery of training and work with the Staff College to schedule courses. The first scheduled probation officer orientation course is targeted for delivery in January 2003.

Funding for the training coordinator position and related costs are being provided within existing resources in the short term. Long term funding will be required, however, to sustain the centralized training model.

As well, the Community Corrections and Release Programs Branch should continue to support the rotation of staff through specialized positions where individual probation officer skills are appropriate, and where staff are interested in assignments of this nature.

Further, on-line computer skills training is being provided to all staff through an agreement with Skillsoft. Skillsoft provides a learning environment that is accessible through the Internet so that a variety of courses (such as Word, Excel and PowerPoint) can be taken at work or at home. Staff are being allotted time at work to complete this training.

The review committee recommends that centralized training occur for probation officers as soon as possible.

4. Consult probation officers concerning future purchases of computer equipment for their use

The review committee heard from a number of probation officers, particularly those in rural offices, that they prefer using a laptop computer with a docking station rather than a desktop model. Consequently, it is recommended that probation officers be consulted for their needs in this regard as part of the process of purchasing future computer equipment

5. Hire a private security firm to conduct curfew checks

Alberta Correctional Services currently conducts random curfew checks on offenders under supervision in the community with a curfew condition. These checks are conducted on approximately 1200 offenders.

Correctional officers are utilized in this surveillance operation. They conduct random telephone calls to offenders and do random home checks, which involve phoning the offender's residence to request that they present themselves to the officers who remain seated in a surveillance van in front of the offender's residence.

This job involves determining whether the offender is at home and reporting the findings. Surveillance officers are not required to do counseling or detailed paperwork. Manpower costs are the most significant element of the current surveillance supervision operation. In our view, highly trained corrections workers could be better utilized elsewhere than in conducting routine curfew checks.

It is estimated that contracting with a private security firm could result in substantial manpower savings.

The review committee recommends that curfew checks of offenders be publicly tendered, prior to the end of the fiscal year 2003-04, as curfew checks could be conducted in a more cost-effective manner by a private security firm.

6. Implement revised supervision standards in all community corrections offices

In two of the 40 community corrections offices in Alberta, new supervision standards have been piloted over the last six months. The pilot supervision standards allow adult offenders on probation supervision, who are not under sentence for an offence of a sexual nature and who are not identified as high risk or high profile, to report at a lesser frequency than young offenders or offenders under conditional sentence supervision.

These revised standards are similar to those that were in effect for offenders on probation in Alberta prior to 1996 and the advent of conditional sentences (Bill C-41).The evaluation of the supervision standards pilot project indicates that the pilot has been a success, based on both statistical data and staff feedback. Statistics indicated a reduction from 9 per cent to 30 per cent in probation officer workload. Participating probation officers had very positive comments about the advantages of the model and the resultant impact on their ability to do their jobs better. All staff in the pilot, with the exception of one, supported the adoption of the model for offender supervision in Alberta.

It was noted that less contact with low-risk offenders allowed staff more time for collateral contacts, report writing and other case management duties. Probation officers using the revised supervision standards indicated they could organize their time better, focus more attention on high-risk offenders, provide improved quality of service and were better able to control their workload.

The review committee recommends that revised supervision standards be implemented as soon as possible in all Alberta community corrections offices.

7. Expand the case aides pilot to a permanent program, pending the outcome of a formal evaluation

Three case aide positions have been piloted in the urban centers of Calgary and Edmonton. The case aides have been managing a high volume caseload (250 offenders each) of those offenders on probation who are classified in the lowest level of risk and need (minimum classification). The intent of the case aide pilot is to allow probation officers more time to focus their attention on the more serious and needy offenders on their caseload by relieving them of numerous lower risk cases.

The evaluation of the case aide pilot is still in the process of being completed. Preliminary feedback suggests that probation officers working as case aides have had no difficulty managing high caseloads of low risk offenders. Monthly workload statistical reports have confirmed a reduction in the urban average caseloads of 110 to 104.

The review committee supports the expansion of case aides to other community corrections offices, pending the outcome of a formal evaluation.

8. Ensure that a standardized file format and a clear and consistent breach of conditions / violation process is used across the province

In some areas, local file documentation practices evolved that occasionally created difficulties when the files were transferred to other parts of the province. This issue was recognized and largely addressed by Community Corrections and Release Programs Branch, although standardization problems still crop up from time to time. *Future audits should be conducted to ensure consistency is maintained on an ongoing basis.*

The current Community Corrections and Release Programs Branch forms used in the breach of conditions / violation process, particularly those for conditional sentence violations, should be reviewed with justice system stakeholders. Stakeholders including representatives from municipal police, RCMP, and Crown prosecutors' offices should be involved in this review.

When necessary, these forms should be reformatted and streamlined for efficiency. The effectiveness of these documents should be monitored periodically to ensure that they continue to be relevant and meet the needs of the court.

9. A joint judiciary / corrections information sharing committee is recommended

While corrections officials do meet on occasion with judges and crown prosecutors on a provincial level to discuss mutual concerns, local meetings between officials occur on an on-going basis to discuss issues at the local level. Over the years discussions at the local level have been found to be more effective, efficient and expeditious than referring matters to a provincial body. However, a joint provincial committee may serve to complement the current practice.

It is recommended that consideration be given to the creation of a joint judiciary / corrections information sharing committee where mutual concerns and ideas can be discussed with a view to increasing the efficiency of the system and to make better use of existing resources.

10. Support efforts to exclude serious violent and sexual offences from conditional sentence eligibility

The conditional sentencing provisions of the *Criminal Code* must be changed to ensure that serious violent offences, serious sexual offences (especially those against children), and crimes involving serious bodily harm or death of the victim, such as impaired driving causing death, are no longer eligible to be given a conditional sentence. Offenders who are convicted of offences of this nature should be sent to jail.

Currently, only those offences that require mandatory minimum jail sentences, such as repeat impaired driving convictions, are excluded from a conditional sentence. Ironically, a conditional sentence is not available to an impaired driver who does not hurt or kill someone, but it is available if he or she does cause serious injury or death, since there is no minimum punishment for impaired driving offences involving death or serious injury.

"Alberta Justice says 1,546 conditional sentences were handed out in Alberta last year, an increase of 43 per cent over the year before."

-Edmonton Sun, September 5, 2001

The committee is aware that both the Alberta Solicitor General and the Minister of Justice and Attorney General for Alberta have been lobbying for revisions to conditional sentencing legislation. The committee fully supports these efforts.

11. Support efforts to restrict the statutory criteria respecting intermittent sentences

The use of intermittent sentences is premised on the belief that they provide a short-term custodial sentence for a less serious offender who does not endanger the safety of the community. Corrections officials have stated that many offenders given an intermittent sentence do not fit the intended profile and that intermittent sentences are not being imposed in appropriate circumstances. In addition, it is argued that sentencing courts do not require the offender to provide reliable evidence to justify that the personal or employment circumstances claimed actually exist.

Further, the advent of conditional sentences of imprisonment has reduced the usefulness of intermittent sentences.

Amending s.732 of the *Criminal Code of Canada* has the potential to reduce the number of offenders who would qualify for an intermittent sentence as they would not meet an agreed upon set of criteria (for example, they are not employed or in school).

The committee is aware that both the Alberta Solicitor General and the Minister of Justice and Attorney General for Alberta have been lobbying for amendments to intermittent sentencing legislation. The committee fully supports these efforts.

3.2 Offender security and staff safety

12. Implement a smoking ban in all correctional facilities

Smoking has been banned for several years at all Alberta young offender centres.

The *Protection from Second Hand Smoke in Government Buildings Act* provides an exemption, however, for adult correctional facilities. [19]

Smoking is banned in 63 per cent of Alberta households

- Leger Marketing survey, "The Use of Tobacco Among Canadians" (June 2002)

The health dangers posed by second hand smoke are no longer questioned. In June 2002, the International Agency for Research on Cancer, an agency of the World Health Organization, concluded that second-hand smoke causes several forms of cancer.

[19] This exemption will no longer be needed, if our recommendation is accepted.

More recently, the Ontario Workplace Safety and Insurance Board ruled in favour of a non-smoking Ottawa waitress who was diagnosed with terminal lung cancer after working for many years in smoky restaurants. Correctional jurisdictions across North America have faced legal challenges from staff and offenders related to exposure to second-hand smoke.

As well, smoking has been banned in adult correctional centres in British Columbia, Saskatchewan, Nova Scotia and Ontario. Smoking bans that have been implemented on a gradual basis for reasons of health promotion and with appropriate supports to assist staff and offenders have been successful.

"After years of controversy, a major scientific review by the World Health Organization has concluded that second-hand smoke causes cancer."

-The Ottawa Citizen, June 20, 2002

The committee met with dozens of correctional officers during our site visits. Although some felt that a ban would make their jobs harder, most were supportive of introducing a smoking ban in adult remand and correctional centres.

Alberta Correctional Services provided the committee with a detailed implementation plan to ban smoking. Implementation would be phased in over a period of several months. Smoking cessation advice would be made available to staff and offenders. As well, offenders would be able to purchase nicotine patches and healthy snack alternatives. Contingency plans were also identified to deal with the possibility of an inmate disturbance.

To aid in the smooth transition of this initiative, the Correctional Services Division would form a steering committee comprised of senior managers, the chief medical officer, the manager of Occupational Health and Safety, the provincial health care manager and other correctional staff, as required.

"A federal inmate is suing Ottawa, claiming officials put his life in danger by forcing him to share cells with smokers."

- Kingston Whig Standard, June 4, 2002

The review committee recommends that, for health reasons, a smoking ban be phased in, beginning April 1, 2003, at all adult remand and correctional facilities, and fully supports the proposed implementation plan.[20]

[20] The federal government operates a number of correctional institutions in Alberta. The committee is unaware if there are any plans to implement a smoking ban in federal prisons. The committee is hopeful, however, that implementing a smoking ban in Alberta's correctional centres will encourage the Correctional Service of Canada to consider making their institutions in Alberta smoke free.

13. Issue cut resistant gloves to all staff

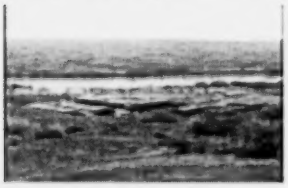
Protective (cut resistant) gloves enable staff to conduct searches of persons, equipment or facilities with a reduced risk of being injured by a sharp or rough-edged object. Two years ago, all permanent corrections officers and many correctional service workers in adult correctional facilities and young offender centres were provided with leather search gloves made with cut resistant (Kevlar or equivalent) inner materials.

The gloves were issued after a thorough review of product requirements was conducted by a joint committee comprised of management and labour representatives who developed an agreed upon set of product specifications. A pilot study was conducted at the Fort Saskatchewan Correctional Centre where corrections staff were each issued, for regular use, a pair of protective gloves that met the specifications.

The results of the pilot suggested that this type of glove should be adopted as an additional item of safety equipment made available to corrections officers. A request to purchase the gloves was tendered and a product meeting the specifications was received.

Shortly after they were received and issued some staff indicated that the gloves differed from their expectations, as they were made of thicker leather than was used in the glove they had originally recommended be purchased. It was suggested that this affected their ability to feel items when the gloves were used for searching.

The review committee has been advised that in 2002 Alberta Correctional Services, through the Alberta Infrastructure tendering process, submitted a request for new gloves to replace the aging ones previously issued to corrections workers. Specifications were slightly modified to address the concerns that had been expressed by staff.



Peace River Correctional Centre

The committee has not been advised of any concerns regarding the new protective gloves.

Consequently, it is recommended that all corrections workers who conduct searches of offenders, or areas of correctional facilities, should be issued with cut resistant protective gloves.

14. Make five protective vests accessible to staff at all adult centres

Stab and ballistic resistant vests are specifically designed to provide protection to military personnel and peace officers against individuals wielding weapons that can puncture, stab or slash.

Approximately one year ago, the Calgary and Edmonton Remand Centres obtained a selection of protective body armour vests (protective vests) for voluntary use by corrections staff when they were escorting / managing maximum security offenders.

In spring 2002, protective vests were distributed to Peace River and Lethbridge Correctional Centres, as they occasionally house maximum-security remand offenders, and to both the Red Deer and Medicine Hat Remand Centres.

The vests currently in use by Alberta Correctional Services meet Level II standards, as defined for ballistic and stab resistance protection by the US National Institute of Justice (NIJ). Protective vests of this type cost approximately $775.00 each.

"We only need two or three vests at the Fort Saskatchewan Correctional Centre for correctional officers."

-A correctional officer / union representative

In each centre where vests are provided, a total of five protective vests in assorted standard sizes are available. They are fitted in nylon carriers suitable for wearing over a corrections officer's uniform. This allows them to be used on a shared basis by any escorting officer that wishes to do so. An accurate record of the utilization of protective vests is available, as staff using a vest must sign for it in a logbook.

The committee carefully reviewed information pertaining to protective vests. Logbook sign out sheets at every centre were examined to determine the frequency of utilization. Information regarding practices in other jurisdictions was obtained. Information respecting offender assaults on staff during the past three years was reviewed. While on site tours, committee members asked correctional officers what they thought about protective vests. Site tours also provided committee members with an appreciation of the work environment of corrections staff working in Alberta correctional facilities.

Protective vests have been available at the Edmonton and Calgary Remand Centres for approximately one year. Vest use varied considerably between the two centres. Usage was highest at the Edmonton Remand Centre. In the nearly ten months between September 25, 2001 and July 8, 2002, 44 employees used vests on 158 occasions. At the Calgary Remand Centre, by way of contrast, between September 26, 2001 and July 5, 2002, two staff used vests on four occasions.

We found that nowhere in Canada are stab resistant vests issued to all corrections officers in a correctional facility. In jurisdictions where vests are utilized, they are issued only for use when escorting or managing maximum-security offenders. Some jurisdictions only issue vests to members of tactical teams and some jurisdictions do not use them at all.

The committee reviewed all reported incidents of assault by offenders on corrections employees in adult centres occurring between April 1999 and July 2002. Of the incidents recorded, ten assaults resulted in injuries to staff. It was determined, however, that wearing a protective vest would not have prevented any of the injuries, as they were sustained in areas of the body (e.g., wrist, knee, head) not normally shielded by a vest.

Review of Corrections Programs

When visiting correctional sites throughout Alberta, committee members sought out corrections officers' views about vests. Some stated that wearing a vest would interfere in establishing a positive level of rapport with offenders under their supervision. Others advised that wearing a protective vest on a regular basis might give some workers a false sense of security. Some pointed out that while vests offer a degree of additional protection, many vulnerable areas of the body remain open to potential attack by an offender intent on harming an officer.

Most correctional officers we spoke with told us they did not think that protective vests were necessary while conducting routine supervision of offenders within centres. But they also said that corrections workers should have the option of wearing protective vests in special circumstances such as when escorting maximum security offenders outside of the centre or when managing very aggressive inmates inside the centre.

Our own observations of the nature of the work environment led us to the same conclusion. We do not believe that it is necessary to issue protective vests to all corrections officers. *A small number of protective vests should be made available at all Alberta adult correctional facilities, however, for staff who wish to use them when called upon to manage an aggressive offender or when conducting maximum security escorts. The committee also believes that, in order to provide adequate protection against armed attack, the protective vests should meet Level II ballistic / stab specifications, as identified by the NIJ.*

At this time, front line corrections employees at the Calgary and Fort Saskatchewan Correctional Centres do not have access to protective vests. Both centres normally house only minimum and medium security offenders.

The review committee recommends that, in addition to the protective vests currently available at all multi-purpose, remand and correctional centres, five protective vests of the same specifications be made accessible to corrections staff at the Calgary and Fort Saskatchewan Correctional Centres, prior to the end of the 2002-03 fiscal year.

15. Expand the secure telephone system to remand centres

Currently, remand centres have local call telephone systems in place that are outdated and do not have the capability to allow restrictions to be placed on offender calls. Consequently, the potential exists for inmates to call and harass victims or to threaten witnesses. The Correctional Services Division plans to install a more secure computerized telephone system in adult remand centres. This system will enhance public safety as well as centre security, as it will enable centre staff to better enforce court orders that prohibit communication between certain individuals.

The review committee fully supports the initiative to install more secure computerized telephone systems in remand centres, as it will help to prevent harassing and threatening telephone calls from inmates.

16. Expand videoconferencing at remand centres, pending the outcome of a pilot study

The review committee toured the videoconferencing facility at the Calgary Remand Centre. This is the only correctional facility equipped with this technology, as the centre is located in the extreme northwest quadrant of the city, some distance away from any of Calgary's courthouses. Calgary Provincial Court conducts approximately 30 to 35 per cent of its arraignments and bail hearings using videoconferencing. Safety is increased, in our view, when fewer prisoners need to be transported to and from court.

Since July 2002, representatives of the judiciary, Alberta Justice, the Solicitor General, the RCMP and Alberta Innovation and Science have been meeting to develop a plan for implementing videoconferencing in courts, in conjunction with the rollout of the SuperNet.

The committee has been advised that a three-month pilot project is planned for 2003 to set up videoconferencing links between the Edmonton Remand Centre and selected rural court locations. The pilot also includes a videoconferencing link between the Calgary Young Offender Centre and the Calgary Family and Youth Court. Expanding videoconferencing technology throughout Alberta has the potential to reduce court delays, increase public safety and the safety of the accused and allow witnesses to appear before the court without having to travel extensive distances.

If the pilot is successful, and a decision is made to expand this technology to other remand and / or correctional centres, both capital and operating costs for corrections would increase. Consequently, if the pilot is successful, the committee recommends that this initiative be supported with new funding, or with savings derived from efficiencies created by videoconferencing elsewhere in Justice or Solicitor General.

17. Implement the critical incident response teams proposal

During the course of their careers, front line corrections workers, especially those who are members of emergency response teams, become involved in incidents that few of us ever experience. They may be called upon to quell an inmate disturbance, respond to inmates who have self-mutilated or attempted suicide, or they may need to block an escape attempt.

Individual corrections employees may work for many months or even years without encountering incidents of this nature. However, when they are experienced, appropriate counseling should be made available to the staff involved. Critical incident debriefing is one form that this counseling can take.

Currently, a critical incident response team proposal is under development. The proposal will provide a guideline to centre directors when dealing with incidents that generate unusually high emotional stress in front line workers. It will also formalize procedures that are currently in place, in one form or another, at all adult centres.

The review committee strongly supports this initiative and recommends that the proposal be implemented prior to the end of the current fiscal year.

3.3 Staff and funding resources for corrections programs and custody bed requirements

18. Privatization initiatives in Ontario should be continuously monitored

Alberta Correctional Services has agreements with many non-governmental organizations and firms for the provision of cost-effective programs and services for offenders. Approximately $19 million of the current budget is related to contracts with non-governmental service providers. Other jurisdictions in Canada are beginning to realize the benefits of partnerships of this nature.

Ontario recently entered into a private-public partnership agreement with Management & Training Corporation to operate an adult correctional facility. The Central North Correctional Centre (CNCC), Canada's first privately operated correctional centre, opened in November 2001. It is located on a 35-hectare site within the Town of Penetanguishene, Ontario. CNCC is a very large (1,152 bed), multi-purpose correctional facility that houses both male and female remand and sentenced offenders. A nearly identical facility, the Central East Correctional Centre, has been built in Lindsay, Ontario, however the province will operate it.[21] Over the next five years, the operation of CNCC will be directly compared with the operation of the publicly run Central East Correctional Centre in Lindsay.

Central North Correctional Centre in Penetanguishene, Ontario

In July 2002, the review committee toured the privately operated CNCC. It is said that travel helps to put one's home community into perspective. Touring CNCC, and other correctional facilities in Ontario, as well as visiting two facilities operated by the Correctional Service of Canada, helped the committee acquire a deeper understanding of the full spectrum of corrections programs.

> *"...we feel that the objective evidence in support of privatization of certain correctional facilities is sufficiently established to warrant serious consideration"*
>
> -Written submission from a college professor

[21] This facility had not yet been opened when the review committee visited Ontario.

While very helpful in assisting the committee to gain an increased awareness of corrections programs, the privately operated correctional centre is too new an initiative to draw conclusions from at this time. But the committee is excited at the potential of this approach.

The Government of Ontario is to be commended for embarking upon this innovative initiative. It is anticipated that detailed information related to performance outcomes for both of the new correctional facilities would be shared with other jurisdictions.

The review committee recommends that the Alberta Solicitor General continuously monitor developments in Ontario with respect to the operation of adult correctional centres and young offender facilities by private contractors.

19. Implement a staff attendance management strategy

Attendance Management Issues

As a group, corrections officers in Canada tend to have much higher levels of absenteeism than other public sector employees. In February 2001, the acting minister for corrections in Ontario, for example, was cited as advising a legislative committee that Ontario corrections officers take an average of 20 sick days each year, twice that of other Government of Ontario employees.

Alberta Corrections workers in adult and young offender centres also use substantially more sick time than other provincial employees.

During the calendar year 2001-02, corrections officers and correctional service workers employed at Alberta adult centres missed approximately 19 days of work due to illness-related leave. Corrections workers at Alberta young offender centres missed an average of 18 days during the same period.

By comparison, Government of Alberta bargaining unit employees used only 9 days of illness-related leave during the same period. In 2000, the most recent national statistics available from Statistics Canada, all employees in Canada missed approximately 8 days due to illness, disability, personal or family responsibility.

"Our system, within the correctional serving centres, does not have an effective method to deal with those employees who abuse sick time. Nor does it have a function directed towards wellness at the worksite."

-Written submission to the committee from a corrections worker

In contrast to high absenteeism by corrections staff at adult and young offender centres, community corrections workers in Alberta probation offices averaged no more than three days of sick time annually.

The committee recognizes that front line corrections employees in correctional centres face a unique set of stressors. Their working environment may include shift work, frustrations with co-workers, threats and manipulation from inmates and high expectations from supervisors.

Regardless, an attendance management strategy to deal with very poor attendance appears to be a necessary tool in a correctional centre manager's repertoire. The impact of eliminating an attendance management program in the corrections setting was recently illustrated in California, which has one of the world's largest corrections systems. In June 2002, the *Los Angeles Times* reported that the California Corrections Department had experienced a 20 per cent increase in sick leave by corrections officers in the first quarter of 2002 over the same period last year.

The report included the following statement: "Spokesmen for the Department of Corrections and the union that represents California's 27,000 prison officers said they were unaware of any disease outbreak afflicting prison workers during the first four months of 2002. Rather, they cite the new labor contract, and the limits it places on wardens who want to discipline officers for using extraordinary amounts of sick leave. A union executive said the contract gives officers 'newfound freedom' to call in sick without fear of retribution."[22]

Unfortunately, this tool has also been missing in Alberta Correctional Services for the past several years. In April 1998, the Government of Alberta Personnel Administration Office (PAO) and the Alberta Union of Provincial Employees (AUPE) agreed to introduce the Employee Support and Recovery Assistance Program (ESRA). At the time, AUPE apparently agreed to participate in ESRA on the condition that the Correctional Services Division put its attendance management program in abeyance. Up until then, managers in the division utilized an attendance management policy to identify and deal with poor attendance.

Dr. Lillian Lechner reported that in the first year of the program, the high participation group (i.e., at least once per week) showed a decline of 4.8 sick days.

ESRA is a program that can be accessed, on a strictly voluntary basis, by employees who are absent from work for ten consecutive days or more. Unfortunately, very few correctional workers agree to participate in ESRA.[23]

- In a September 1997 study, "Effects of a Fitness Program on Reduced Absenteeism"

High levels of poor attendance cost the Correctional Services Division approximately $3 million in 2001-02. This is a conservative estimate, however, as it does not include wage and overtime costs related to staff hired to cover off for absent employees.

---

[22] Statements were confirmed with an official from the California Department of Corrections

[23] For example, only five new cases from subsidiary 3 (i.e., correctional workers) participated in ESRA for the period 2001-02, according to the ESRA program's most recent annual report. The ESRA Coordinator for Justice and Solicitor General advised that between October 2000 and June 30, 2002 the Correctional Services Division referred a total of 186 employees to ESRA, however only 12 (i.e., 6 per cent) of these workers agreed to participate. The 2001-02 ESRA annual report also shows that participation by corrections employees in the ESRA program has continued to decline over the last three years.

Attendance Management Strategy

Management needs better tools to control high costs related to very poor attendance. The committee has reviewed an attendance management strategy that is designed to address instances where employees have extremely high records of absence from the worksite. The strategy was developed by Alberta Correctional Services in consultation with Solicitor General / Justice Human Resource Services. The expectation is that the strategy will ensure that these employees recognize that they are accountable for maintaining appropriate attendance.

The review committee fully supports the implementation of the attendance management strategy at the earliest opportunity. As well, consideration should be given to reintroducing the Attendance Management Program to ensure that managers have the tools necessary to monitor and manage attendance.

Fitness Programs and Absenteeism

We have observed that corrections work is mostly sedentary in nature, punctuated with occasional bursts of activity. Apart from the requirement to pass fitness tests at the commencement of their employment, corrections officers are not required to maintain a high level of fitness. While the committee does not believe that ongoing fitness tests are necessary, in our view there is a strong link between employer sponsored fitness / wellness programs and reduced levels of absenteeism.

"Published research investigating the economics of physical activity has reported improved health and lower health care costs, absenteeism, and disability associated with exercise and fitness programs."

- U.S. President's Council on Physical Fitness & Sport

Employers who have introduced fitness programs have also experienced reduced turnover, improved concentration at work, and improved time management, and productivity and morale have also been boosted.[24] The costs associated with introducing a fitness / wellness program for employees would quickly be recovered, as attendance would improve. Improved attendance means reduced manpower expenditures related to providing cover off for absent employees.

In light of this, the committee recommends that Alberta Correctional Services introduce, on a pilot basis, a fitness / wellness program for corrections workers. The pilot should support employee fitness related activity outside of work. For example, employees who complete an approved fitness program on their own time would be reimbursed.

In conclusion, prior to the end of the fiscal year 2002-03, the review committee recommends:

- *The introduction of an attendance management strategy*
- *The reintroduction of an ongoing attendance management program*
- *That consideration be given to introducing, on a pilot basis, an employer sponsored fitness / wellness program.*

---

[24] Considerable related information and research supporting the benefit of employee participation in fitness programs is available on the Health Canada website at http://www.hc-sc.gc.ca/hppb/fitness/work/press_e.htm

20. Close young offender centres in Lethbridge and Grande Prairie as well as young offender units in the Red Deer and Medicine Hat remand centres

In 2001, Alberta had the second lowest youth crime rate in western Canada. Alberta also had the second lowest youth incarceration rate in the country in 2001.[25]

Young offender in-house counts have declined steadily over the past five years.[26] In-house counts decreased by 23 per cent from 1997/98 to 2001/02. Young offender admissions to custody declined by 28 per cent during the same period.

One of the reasons for the decline is greater use of other sentencing programs such as alternative measures and youth justice committees. It is anticipated that the implementation of the *Youth Criminal Justice Act* in April 2003 will continue the trend of a declining youth custody population.

The reduced population of young offenders in custody no longer requires four dedicated young offender centres. The young offender centres in Lethbridge and Grande Prairie have operated below capacity for the past three years. The facility in Grande Prairie has had an average daily population over the last three years of approximately 15 youth, but it has 32 beds. This represents a utilization rate of about 47 per cent. The Lethbridge youth facility, which has 15 beds, held an average daily population in 1999-2000 of 13, 11 in 2000-01 and only nine in 2001-02. The Edmonton and Calgary Young Offender Centres have sufficient beds to accommodate youth from the Lethbridge and Grande Prairie facilities.

Closing the Lethbridge Young Offender Centre will result in annualized savings of approximately $768,000. Closing the Grande Prairie Young Offender Centre will result in annualized savings of approximately $1.003 million.[27]

Young offender units are maintained in both the Medicine Hat and Red Deer Remand Centres. Generally, these units have a daily average population of only 6 to 8 youth. An almost equal number of staff members supervise these young offenders on a twenty-four hour basis. Closing these units and placing young offenders at the Calgary and Edmonton Young Offender Centres is a more cost-effective alternative.[28]

The review committee recommends closure of the Lethbridge and Grande Prairie Young Offender Centres, as well as closure of young offender units at the Red Deer and Medicine Hat Remand Centres, as soon as possible.

---

[25] Canadian Centre for Justice Statistics

[26] Population figures were provided to the committee by Alberta Correctional Services' research unit.

[27] Annualized savings will be reduced in the first year as a result of severance costs.

[28] Alberta Correctional Services does ensure that young offenders who are not met upon release by their parents are provided means to return to their home community.

21. Implement a fee-for-service contract with Poundmaker's Adolescent Treatment Centre

Poundmaker's Adolescent Treatment Centre is located in St. Paul, Alberta. This 90-day residential treatment program began admitting young offenders serving open custody dispositions in 1990. Alberta Solicitor General contracts with the Poundmaker's Lodge Society for twenty of the thirty available beds. Ten beds are available for young people referred privately or by other government departments or agencies. Aboriginal youth are primarily referred to the program. Non-aboriginal referrals are considered, however, they are expected to participate in all aspects of the program, including the native cultural components. A full time school program is also provided. The annual cost of the Solicitor General's contract with the Adolescent Treatment Centre is approximately $610,000 for twenty beds.

Utilization rates for the past three years have averaged only approximately 45 per cent. Clearly, the Solicitor General is not getting good value for dollar with the current contract. If costs were limited to only the number of beds used, contract costs would be reduced by over 50 per cent, to about $300,000.

The review committee recommends that the contract with the Poundmaker's Lodge Society for the Adolescent Treatment Centre in St. Paul be reduced as soon as possible from twenty open custody treatment beds to reflect actual usage of the facility over the past several years. A fee-for-service based contract would be more appropriate to current and anticipated future needs.

22. Terminate contract respecting Enviros base camp for young offenders

Operated by the Enviros Wilderness School Association, Enviros base camp has 20 beds for male young offenders who are serving open custody dispositions. It is located west of Calgary in the foothills of the Rocky Mountains. The program focuses on enhancing personal growth and development of young offenders. Unfortunately, the camp has had a utilization rate of approximately 30 per cent in recent years. In 2001-02, the camp averaged a daily population of only 6 young offenders. In 2000-01, the average daily population was 5. It was 7 in 1999-2000. Closing this very under-utilized operation would result in a savings of approximately $587,000 annually.

The review committee recommends that the contract respecting the Enviros base camp for young offenders be terminated as soon as possible.

Implementing recommendations #20, #21, and #22 will result in annualized savings of approximately $2.6 million.[29]

---

[29] Annualized savings would be reduced in the first year by severance costs.

23. Keep Shunda Creek youth corrections camp open

Only two camp operations, Shunda Creek camp for young offenders and the Alsike impaired driver's camp for adult offenders, had programs for which objective recidivism figures were available. Shunda Creek camp, which is located near Nordegg, offers a program for young offenders based on developing work skills and ethics through a structured work/education schedule. The camp operation houses open and secure custody offenders.

The committee believes that it is important to maintain one camp environment for young offenders, as some youth respond well to work camps. As well, given a limited number of young offenders suitable for camp placement, one camp operation is sufficient. More importantly, however, the program at Shunda Creek reduces recidivism in youth. In fact, Shunda Creek compares very favourably with Project Turnaround, the strict discipline youth facility in Ontario that we visited. Project Turnaround cites a 33 per cent re-offence rate, compared to 50 per cent for young offenders in traditional youth centres. In contrast, offenders who successfully complete the program at Shunda Creek, have a 26 per cent re-offence rate after three years. When program dropouts, as well as those who were subsequently admitted as an adult are included, the program re-offence rate is still only 29 per cent. This compared to a return rate for all Alberta young offenders of about 36 per cent after one year.

The review committee recommends that Shunda Creek camp remain open.

24. Close camp operations at Medicine Lodge, Tees, Fort McMurray, and Footner Lake

In October 1995, the Efficiency Review Team report to the then Minister of Justice and Attorney General, the Honourable Brian Evans, predicted that the impact of conditional sentence provisions would result in little need for camps as there would be very few minimum security inmates to fill them.[30]

What was foreseen in 1995 has now occurred. Changes in sentencing practices coupled with the implementation of serious and violent crimes initiatives have had a very significant impact on the number of minimum-security offenders in the adult custody population.

As well, due to the nature of their charges, criminal history or other factors, most adult offenders incarcerated in Alberta correctional centres are unsuitable for placement in a minimum-security camp.

Consequently, the declining numbers of minimum-security adult offenders during the past several years has resulted in camp operations that are significantly under utilized.

---

[30] See page 146 of the Report of the Efficiency Review Team, October 31, 1995.

Offenders at under-utilized camp operations can be housed at the parent correctional centre at much less expense. These offenders will be able to participate in the broader spectrum of rehabilitative programs that are available at the correctional centre. In addition, larger numbers of minimum-security offenders at centres will, in some cases, make it feasible to provide more comprehensive community work service crews to local communities.

Medicine Lodge camp is located halfway between Edson and Hinton. It has thirty beds with an average population of 10 offenders, for a utilization rate of 33 per cent. With intermittent beds included, the utilization rate is reduced to 28.5 per cent. Closure of this minimum-security camp will save approximately $170,000 annually.

Alberta Infrastructure has also advised that the facilities at the camp need replacement as they are beyond the end of their useful lifespan. Infrastructure has estimated that refurbishing the camp would cost approximately $350,000.

The small number of offenders currently housed at the camp should be transferred to the Fort Saskatchewan Correctional Centre. Offenders would be able to contribute to centre work service programs and attend a wider range of educational and rehabilitation programs. Costs to house offenders at the correctional centre are very low in comparison with the cost to maintain and staff an under-utilized stand-alone camp.

The review committee recommends the closure of Medicine Lodge camp by the end of the fiscal year 2002-03.

Tees camp is located near Lacombe. Unlike other camps, offenders at Tees are returned to the Fort Saskatchewan Correctional Centre for the weekend. Camp Tees has fifteen beds, however the average daily population has been approximately six in recent years (i.e., 40 per cent of capacity). Maintaining a correctional facility for six offenders, who are only at the facility on a part-time basis, is not cost-effective.

The very small number of offenders currently housed at camp Tees should be returned to the Fort Saskatchewan Correctional Centre. Offenders would be able to contribute to centre work service programs and attend a wider range of educational and rehabilitation programs. Costs to house offenders at Fort Saskatchewan Correctional Centre are very low in comparison with the cost to maintain and staff an under-utilized stand-alone camp.

Closing camp Tees will result in annualized savings of approximately $100,000. The review committee recommends the closure of camp Tees by the end of the fiscal year 2002-03.

Fort McMurray camp is located in a light industrial section of Fort McMurray. The camp has twenty beds for adult sentenced offenders and ten special purpose beds for offenders serving intermittent sentences. For the past three years, the average daily population at this centre was 10, a 50 per cent utilization rate. With intermittent beds included, the utilization rate is reduced to 33 per cent. Closing the camp will result in annualized savings of approximately $212,000.

The facility in Fort McMurray appears to be in an excellent state of repair. It exceeds the requirements for use as a work camp for inmates. Given the acute shortage of affordable housing in the local community, consideration should be given to utilizing the space as rental or hostel accommodation.

The review committee recommends the closure of Fort McMurray camp by the end of the fiscal year 2002-03.

Footner Lake camp is located near High Level, and has been operated as a satellite of the Peace River Correctional Centre. Over the last three years the average daily population at the camp has been about 13. The camp's operating costs have been approximately $250,000. In late September 2001, the camp was temporarily closed to address a number of maintenance needs. As it remained closed throughout the review process, the committee did not visit Footner Lake camp.

The camp was utilized between May 1, 2002 and September 30, 2002 by the Forest Protection Division of the Department of Sustainable Resource Development. The facility was used as a base camp for the fire-fighting season.

As this camp has not been used to house offenders for approximately one year, and may be of use to another government department, the committee recommends that it be closed as a minimum-security correctional camp.

25. Terminate contracts for the operation of Westcastle camp, Metis Nation Wilderness camp, and Kainai Community Correctional Centre

Westcastle Camp is located near the community of Pincher Creek. This camp is operated under contract by the Native Counselling Services of Alberta (NCSA). The camp has twenty beds and it had an average population of fifteen offenders in 2001-02. In 2000-01, the average daily population was 14; in 1999-2000, the average daily population was 15. The average utilization at the camp is approximately 75 per cent. NCSA employs six staff to operate the facility.

When the committee visited the camp, it was apparent that much of the facility and equipment was at or beyond its normal useful lifespan. Consequently, additional resources will be needed to refurbish the camp in the near future.

The committee gave careful consideration to written and verbal presentations stating that Westcastle camp could be utilized to provide a treatment program for local offenders with chronic substance abuse addiction who were aggressively panhandling in the community of Pincher Creek. The committee also carefully reviewed the preliminary business plan that was submitted by the Town of Pincher Creek and the Pikanii (Peigan) Nation.

We question whether a sentence, of sufficient length to ensure these offenders would be held in custody long enough to complete detoxification and treatment, would be meted out by the judiciary in response to charges of public inebriation and panhandling. We also suspect that many of these offenders, when incarcerated, would be ineligible on either medical or security grounds to be housed at a rural minimum-security camp.

The committee is aware of the potential positive results of providing residential addictions treatment to this group of chronic recidivists. In fact, the committee would support Alberta Correctional Services negotiating the transfer of the Westcastle facility to any group having the capacity and funds to assume the operation of Westcastle camp as a treatment facility.

Westcastle camp should no longer be utilized to house sentenced offenders. The offenders from the camp should be returned to the Lethbridge Correctional Centre (LCC) where they would be eligible for work on various community service work projects and could attend educational and rehabilitation programs. As well, a variety of aboriginal programming is available at LCC, including a full time Native Program Coordinator. Placing the offenders from the camp at LCC would require minimal additional resources for offender supervision and achieve considerable savings. Closing the camp would result in annualized savings of approximately $300,000.

The review committee recommends the closure of Westcastle camp as soon as possible.

Metis Nation Wilderness camp is located approximately 24 kilometres east of Lac La Biche. It is operated as a tripartite agreement between Alberta Solicitor General, Environment, and the Metis Nation of Alberta zones 1, 2, 5 and 6.

Offenders at the camp conduct project work for the local municipality and some work for various government departments that manage parks and areas surrounding the facility. Closing the camp would result in annualized savings of approximately $450,000. The daily average population at Metis Nation Wilderness camp has varied from 11 to 15 over the past three years. This reflects a utilization rate between 42 per cent and 62.5 per cent.

The very small number of offenders currently housed at Metis Nation Wilderness camp should be returned to the Fort Saskatchewan Correctional Centre (FSCC). At FSCC, offenders would be able to contribute to centre work service programs and attend a wider range of educational and rehabilitation programs. Costs to house offenders at FSCC are very low in comparison with the cost to maintain and staff an under-utilized stand-alone camp. As well, a variety of aboriginal programming is available at FSCC, including a full time Native Program Coordinator. The review committee recommends the closure of Metis Nation Wilderness camp as soon as possible.

Kainai Community Correctional Centre (KCCC) is located in Standoff on the Blood Reserve. It was opened in 1990. The centre delivers community-based correctional services to members of the Blood Tribe and to those in surrounding communities. The centre and related programs serve as a minimum-security correctional centre for aboriginal offenders and also as a community corrections office. The centre has twenty-four beds, however the daily population has averaged about 16 during the past three years. This represents a utilization rate of 66 per cent. Maintaining a minimum-security correctional facility in Standoff at an annual cost of $683,000 for 16 individuals, so close to the Lethbridge Correctional Centre, makes very little economic sense.

The offenders from KCCC should be returned to the nearby Lethbridge Correctional Centre where they would be eligible for various community service work projects. Housing these offenders in the larger centre would require minimal additional resources for their supervision and achieve considerable savings. The Lethbridge Correctional Centre also has numerous programs that emphasize aboriginal cultural and spiritual traditions. The centre employs a full-time native program coordinator. The native program coordinator also facilitates the regular attendance of native elders to provide sweat lodges and other native spiritual ceremonies.

The community corrections aspect of KCCC should be retained to provide services to the local community. Closing the correctional centre component, while retaining the community corrections aspect of the operation, would result in annualized savings of approximately $683,000.

Implementing closures relative to recommendation #24 and #25 will result in annualized savings of approximately $1.9 million.[31]

26. Keep Alsike camp for impaired drivers open

The Alsike camp for impaired drivers is located approximately 100 kilometres southwest of Edmonton near the town of Warburg. The Alberta Alcohol and Drug Abuse Commission opened Alsike in 1976 as a treatment facility for chronic alcoholics. Alberta Correctional Services assumed operation of Alsike in 1984. In 1987, an impaired drivers' program was implemented at the camp.

[31] Total does not include Footner Lake camp costs, as the facility is temporarily closed. As previously noted, annualized savings would be reduced in the first year by severance costs that would potentially be incurred.

The average daily population of the camp has fluctuated from 15 to 16 offenders over the past three years. The camp has 22 beds, which results in a utilization rate of between 68 per cent and 73 per cent. Closing the camp would create annualized savings of approximately $290,000.

Minimum-security offenders who have a history of impaired driving-related convictions attend a 28-day education program at the camp. The program offers intensive alcohol and drug education with special emphasis on impaired driving. Program components consist of education and information, group work, relapse prevention, self-help programs, and individual counseling. The camp is also a working farm with livestock and gardens. Program participants spend half days employed on the farm or providing labor to neighboring communities, and half days in program activities.

After visiting the camp and talking to facility staff and offenders in the program, we are convinced that the impaired drivers' program at Alsike camp is achieving outstanding success. We also believe that offering the program in a camp setting, where all offenders on site share similar impaired driving histories, is important to the success of the program. We doubt that this program, if offered in a correctional centre setting, would have the same degree of success.

We are convinced that the cost of offering the program in a camp setting is more than offset by the potential the program has to save lives. Research proves that the camp's impaired driver's program reduces recidivism.

The effectiveness of the program was studied in 1994 and again in 2002. Both studies show that Alsike is an effective program for serious impaired drivers. The 1994 study showed that 74 per cent of the 288 program participants had no further impaired driving charges after a 24 to 48 month follow-up. The 2002 study found that, after a similar follow-up period, 84 per cent of the 206 offenders who took the program had no subsequent impaired driving charges. It should be also noted that 97 per cent of the 206 program participants completed the program.

The review committee recommends that the Alsike camp for impaired drivers remain in operation.[32]

27. Close Calgary Correctional Centre's vehicle repair operation

The Calgary Correctional Centre maintains a vehicle repair operation on their site. This shop was better utilized when the centre operated a farm, however farming operations at the Calgary Correctional Centre were discontinued many years ago.

---

[32] The review committee recommends that the small herd of cattle at Alsike camp be sold. The cattle are not an important component of the program for impaired drivers, and keeping the herd is not cost-effective.

As well, the Government of Alberta has leased vehicles through a private vendor for the past five years. The majority of vehicles operated by Alberta Correctional Services are leased in this fashion. Vehicles on lease are sent off site for repair work.

Much of the work done currently at the vehicle repair shop can be done elsewhere. Snow removal, other heavy-duty equipment services and small engine repairs should be contracted out through Alberta Infrastructure. Correctional officers who operate heavy-duty equipment would be better utilized supervising work crews. As well, the two minimum-security offenders utilized for garage clean up could be reassigned to other grounds maintenance or vegetable preparation duties.

The review committee recommends that the vehicle repair operation at the Calgary Correctional Centre be closed as soon as possible.

3.4 Offender rehabilitation and work programs

28. Essential that the adult offender education framework be retained

The majority of adult offenders in custody are serving for property-related offences, not crimes of violence. Even so, many Albertans would probably be surprised to learn that in 2001-2002, 80 per cent of all adult sentenced offenders in Alberta correctional facilities were serving on sentences totaling three months or less. Only 7 per cent of adult offenders admitted during 2001-02, were serving on sentences of one year or more.

Regardless, as demonstrated by the effectiveness of interventions like the 28-day impaired driver's program at Alsike, it is possible to make a positive impact on offenders in a short time.

Offender education programs at adult correctional and remand centres are delivered in cooperation with Alberta Learning. Learning, on behalf of Alberta Correctional Services, provides funding to deliver programs identified by the Solicitor General.

Following a review of adult offender education programs in 1996, a framework was developed that defines core priority programs and provides that most education programs are delivered in the evening or on weekends, thereby allowing offenders to be involved in work related activities during the daytime. Adult basic education programs, however, are made available during the daytime. Certified teachers and instructors who are affiliated with local accredited educational institutions or colleges deliver the courses.

In 2001, Alberta Learning and the Alberta Solicitor General reviewed the offender education framework and, apart from minor adjustments, the framework was determined to be an effective model for offender education program delivery.

The correctional programming provided to adult offenders in Alberta is consistent with best practices in North America. Personal development programs, such as life management skills, family violence prevention and anger management, are designed to address dysfunctional and erroneous thinking patterns by offenders and, in this fashion, are congruent with the approach utilized by the cognitive skills based programming offered in many other jurisdictions. Cognitive skills training has been shown to be related to reductions in recidivism.

Basic education programs help offenders, many of whom are functionally illiterate, improve deficits in this area. Offenders need basic literacy skills in order to apply for and retain legitimate employment. Addressing basic educational deficits in offenders should reduce their re-offending.

A recent US Department of Education sponsored research project conducted by the American Correctional Education Association, entitled the "Three State Recidivism Study," proves that participation in education programs helps to reduce recidivism.[33]

Funding from Alberta Learning has remained static since 1996-97. The review committee recommends that conditional grant funding now in place for offender education programs should not fall below current levels. It is proposed that funding from Alberta Learning for offender education programs be adjusted annually by the increase in the Statistics Canada consumer price index for Alberta, beginning with the next education program-planning year.

29. Continue support for youth justice committees and community conferencing

The *Young Offenders Act* of Canada authorizes youth justice committees. About 1,200 Albertans volunteer on youth justice committees.

Youth justice committees work directly with young offenders and hold them accountable to their victims and the community. This helps these youth learn from their mistakes and get back on track in their communities. Currently, there are 98 youth justice committees throughout Alberta.

"(We) believe that our partnership between our program, our communities and our government is accomplishing amazing results."

-Written submission from a Youth Justice Committee

[33] "The Three State Recidivism Study" by Dr. Stephen J. Steurer, Dr. Linda Smith, and Dr. Alice Tracy is available on the world wide web at the following address: www.ceanational.org. The study included over 3,600 inmates and found that inmates who participated in school programs while in jail were 29 per cent less likely to be re-incarcerated.

Youth justice committees are an example of restorative justice processes that encourage the victim, the offender and members of the community to be directly involved in resolving conflict through dialogue and negotiation. In appropriate circumstances, this can include community conferencing. The new *Youth Criminal Justice Act*, which becomes effective April 1, 2003, includes new provisions for community conferencing.

In addition to the conferencing activities initiated by youth justice committees, other examples include: Calgary Community Conferencing, which is a collaboration among several organizations and community-based non-profit agencies in Calgary, and the Community Conferencing Association of Edmonton, which was established in 1998 as a non-profit society. The latter provides conferencing training and both Edmonton and Calgary groups facilitate conferencing of court and school initiated matters.

As already noted, youth justice committees provide a forum for citizens to work out differences between young offenders, victims and the community in accordance with community norms and expectations. Over 70 of the committees assist in the administration of the alternative measures program. Youths eligible for referral to the alternative measures program are those who have committed a first or second offence and have accepted responsibility for their actions. Another 20 youth justice committees provide a sentence advisory role to the local youth court judge.

"Alberta's youth justice committee program... has earned the province a gold award for innovative management from the Institute of Public Administration of Canada (IPAC)."

During each of the last five years in Alberta, the population of youth in custody has declined, while this province continues to have the second lowest youth crime rate in Western Canada. Without the help of youth justice committees, reliance on custody could not have been reduced, while at the same time promoting safe communities.

During the review process, near the end of August 2002, we learned that the youth justice committees program won a gold award for innovative management from the Institute of Public Administration of Canada (IPAC). We feel that this level of national recognition is well deserved.

The review committee wishes to acknowledge the many volunteers who have made the youth justice committees program a success. The committee strongly believes that youth justice committees have been very important in helping to address youthful offending in Alberta and strongly endorses the accomplishments of this program. The committee also supports the development and implementation of provincial guidelines for convening and conducting conferences under the Youth Criminal Justice Act, as this will facilitate the growth of conferencing programs throughout the province.

30. Make the young offender attendance centre pilot a permanent program

Youth Attendance Centres have been in operation, on a pilot basis, since February 2000. The pilot program was developed in response to anticipated requirements of the proposed *Youth Criminal Justice Act* and the recommendations of the Justice Summit. The program enhances supervision and support of young offenders currently serving community dispositions and those making the transition from custody to the community.

The review committee toured youth and adult Attendance Centre operations in Edmonton and we were very impressed with both programs. It came as a surprise to us that the young offender program was still being conducted on a pilot basis.

Consequently, the review committee recommends that the young offender Attendance Centre program continue on a permanent basis. There is little doubt that the requirements of the new Youth Criminal Justice Act will provide opportunities for expanded use of young offender attendance centre programs in the near future.

31. Close farming operations at the Peace River, Fort Saskatchewan and Lethbridge correctional centres

Currently, the Lethbridge, Peace River and Fort Saskatchewan correctional centres maintain farming operations. Historically, working in fields provided offenders with meaningful work and provided some food for meals prepared by offenders at correctional centre kitchens.

Over the past two decades, however, farming operations have been significantly reduced and they now employ very few inmates. As well, while the cost of farming has increased, the farm operation produces only a small quantity of the vegetables that are used to feed offenders.

Fields where produce is grown are generally outside of the secure confines of the correctional centre. Consequently, only minimum-security offenders work in farming operations. In recent years the pool of minimum-security offenders has continued to significantly decline in size. This reduction is related to the impact of various serious and violence crime initiatives and to changes in sentencing practices since 1996. It is anticipated that this trend will continue.

Closing farming operations will free up a significant amount of land for use by other government departments. It may also allow the land to be leased by the Department of Infrastructure to local farmers.

Closing centre farms would also help prevent contraband from being smuggled into correctional centres. Several inmates apprised the committee that working in centre farming operations provided them with opportunities to smuggle illegal drugs into the centre.[34]

Finally, closing the farms will reduce future capital asset purchases as current farm equipment reaches the end of its useful lifespan. The few minimum-security offenders currently assigned to work in farming operations can be reassigned to complete other community service work projects more directly relevant to their rehabilitative needs.

It is anticipated that the employees involved in supervising offenders involved in farming operations would be redeployed to existing vacant positions at their respective centres. Closing farming operations would result in annualized savings of approximately $450,000.

For these reasons, the review committee recommends the closure of farming operations at the Peace River, Lethbridge and Fort Saskatchewan correctional centres. Centre farming operations should be closed prior to the end of the fiscal year 2002-03.

32. Expand behaviour management plans for Fetal Alcohol Syndrome (FAS) affected offenders in all adult centres

Fetal Alcohol Syndrome (FAS) is a permanent disability caused by drinking alcohol while pregnant.[35] Alberta Solicitor General participates on the Alberta Partnership on FAS and on the Prairie Northern Pacific FAS Partnership. Partners share expertise, best practices and resource materials related to FAS. Since May 2000, virtually all front-line corrections workers and managers have received FAS awareness workshops. FAS awareness is also included in induction training for all new youth workers in young offender centres and new corrections officers in adult centres. Both the Edmonton and Calgary Young Offender Centres have a specialized unit that houses youth with mental health concerns and special needs.

The committee reviewed information related to various FAS-related initiatives, particularly those in young offender centres. In 2002, the Young Offender Branch established a committee to investigate the ways that centres can more effectively identify FAS affected youth, provide more effective programming, enhance behaviour management and facilitate effective transition into the community. Initiatives planned for 2002-03 include a study of young offenders who have had prenatal exposure to alcohol and evaluation of case management process / policies / procedures in young offender centres.
The committee also spoke with nurses and instructional staff at young offender and correctional centres about FAS and met with the FAS coordinator for Alberta Correctional Services.

---

[34] Associates from "the street" apparently hid drugs in the fields in prearranged locations.

[35] Fetal Alcohol Syndrome (FAS), Fetal Alcohol Spectrum Disorder (FASD), Alcohol-Related Birth Defects (ARBD), Fetal Alcohol Effects (FAE), and Alcohol-Related Neurological Disorders (ARND) are commonly used terms that refer to various birth defects seen in children whose mothers consumed alcohol during pregnancy. For the purposes of this report FAS includes all of these various conditions.

While the review committee is unaware of published studies on the overall prevalence of FAS affected offenders within the criminal justice system, it is strongly suspected that FAS affected individuals are over-represented.

There is also widespread agreement that individuals affected with fetal alcohol syndrome need to be managed in a manner that takes into account their unique needs and circumstances. This is especially important with respect to how they are managed in custody. The committee was particularly impressed with a behaviour management program instituted for adult offenders at the Peace River Correctional Centre.

The correctional centre in Peace River has an interdisciplinary team, consisting of the centre psychologist, the programs manager, the security manager, nurses, caseworkers and corrections staff. This team case-conferences offenders who staff have referred for review due to concerns regarding the offender's behaviour.

If appropriate, a behaviour management plan is devised to assist staff in appropriately supervising the offender on the living unit, at work or when in the classroom. Once the plan is formulated, the offender is advised of it. In most cases, the plan helps staff provide consistent, effective supervision for offenders who may have FAS or other similar challenges. The plan often helps these offenders avoid disciplinary action. In many cases, the offender also has another inmate who is identified as a "buddy" who can act as a positive role model and as someone who can provide appropriate encouragement.

The review committee recommends that the approach taken by the Peace River Correctional Centre should be put in place in all adult correctional centres as soon as possible. Doing this will ensure that offenders who may be FAS affected, or with similar challenges that call for clear and consistent direction, are managed in the most appropriate manner while in custody.

33. Maintain forensic psychiatric services at current levels

A large number of offenders in custody or under community supervision experience mental health problems, some, as is the case with sex offenders, to a very significant extent. As the safety of the community and the successful rehabilitation of offenders depends upon a number of factors, including good mental health, Albertans have a very strong interest in ensuring that offenders have timely access to mental health assessment and effective treatment services.

With respect to the provision of mental health services to offenders, Alberta Correctional Services enjoys a very positive working relationship with the Alberta Mental Health Board. In particular, the creation of the board's Provincial Forensic Psychiatry Program has brought increased focus and expertise relative to the mental health issues of offenders.
The committee believes that timely assessment and effective treatment of offender mental health needs is an integral component of community safety and effective offender rehabilitation.

Accordingly, the review committee supports and encourages continuing access by offenders to appropriate forensic mental health programs. These programs should be maintained at current levels.

34. Mandate zero tolerance for violence against staff

Alberta Solicitor General Heather Forsyth advised the review committee that she intends to introduce legislation in Alberta similar to Ontario's *Corrections Accountability Act*. The proposed legislation would include zero tolerance for violence against staff, random drug testing of offenders, increased monitoring of earned remission and enhanced authority to enter into agreements with the non-governmental sector.

Alberta Correctional Services policy provides centre directors with authority to contact police to investigate an incident that is alleged or appears to constitute an assault on staff, to determine whether a charge of criminal assault should be laid. As well, the provincial *Correctional Institution Regulation* includes disciplinary penalties for offenders who commit or threaten to commit violence on an employee.

In addition to current requirements, the review committee is supportive of the Solicitor General's proposal to include zero tolerance provisions in legislation. The proposed legislation should require that internal disciplinary hearings proceed when an inmate is accused or alleged to have assaulted a correctional officer, regardless of whether criminal charges are laid, and that internal disciplinary boards consider imposing loss of earned remission in addition to any other penalty given.

35. Conduct random drug testing of offenders

During the committee's visit to Ontario it was not possible to observe the impact of drug testing pursuant to Ontario's *Corrections Accountability Act*, as Ontario Corrections has yet to implement drug testing. On the other hand, urinalysis drug testing has been carried out in Alberta correctional facilities since 1987. The program of targeted drug testing is aimed at deterring offenders from using illegal drugs in provincial centres.

Currently, staff may request a urinalysis test if they have reasonable and probable grounds to believe that an offender has used illicit drugs.

Alberta's *Correctional Institution Regulation* prohibits offenders from possessing or using illicit substances or alcohol. Inmates using or possessing illicit drugs can be disciplined under the provisions of the *Correctional Institution Regulation*. Local police agencies are contacted to lay criminal charges, where appropriate.

To ensure that offenders remain fully accountable, a provision for both random and targeted drug testing should be included in Alberta legislation applicable to adult correctional facilities. Finally, sentenced offenders in custody who use or possess illegal drugs should, in addition to any other penalty that is assessed, lose an appropriate amount of their earned remission, as determined by the centre disciplinary board.

36. Further enhance monitoring of earned remission

In Alberta, offenders serving a sentence related only to provincial statutes do not earn remission or "good time." Federal legislation dictates that offenders do earn remission while serving on breaches of federal statutes (for example, *Criminal Code of Canada* offences).

Earned remission by offenders in Alberta correctional facilities is continuously evaluated on the basis of each inmate's "industry and conduct." Every correctional centre has a Classification and Selection Committee for this purpose. Offenders can lose earned remission by being disciplined for poor behaviour. As well, all correctional centre employees are empowered to report violations of offender industry and conduct. Offenders who accumulate violation reports lose earned remission in accordance with the number of violations received.

Ontario does not utilize a violation report mechanism like Alberta's to hold offenders accountable. Ontario Corrections officials advised us that implementing their version of a monitoring mechanism for earned remission in their jurisdiction would cost approximately $10 million. This would equate to a potential cost in Alberta of approximately $2.5 million, as Alberta houses about one-quarter of the number of adult offenders as Ontario.

After visiting every Alberta adult correctional centre, the committee concludes that Alberta Correctional Services holds offenders appropriately accountable. New legislation proposed by the Alberta Solicitor General could further enhance earned remission monitoring, if desired; however it should avoid the significant potential cost implications of the Ontario model.

37. Enhance authority to enter into agreements with the non-governmental sector.

Alberta has a long history of outsourcing a wide range of programs and services for offenders. These include aboriginal programs, physicians, psychiatrists, dental services, some psychological services, group homes, chaplaincy and elder programs, food services, janitorial and laundry services, living skills training, community supervision, and halfway house beds.

Specific legislative authority for entering into agreements with the non-governmental sector for the provision of corrections programs, however, would further enhance the department's ability to seek out innovative and cost-effective correctional programs, and to provide Albertans with correctional services that reflect the best possible value for dollar.

The review committee supports the proposed legislation that will provide the Solicitor General with general legislative authority for agreements with the non-governmental sector.

38. Retain savings from recommendations that are implemented

Regardless of which recommendations are implemented, savings need to be used to address other pressure points within the department. Consequently, the Solicitor General must retain savings from closures. Savings identified by the review committee should be utilized to support the proposed initiatives (for example, hiring additional probation officers and implementing electronic monitoring) that are necessary to address new corrections challenges.

Appendices

A. List of partners with an interest in corrections programs

B. Letter to partners

C. Second letter to partners

D. List of youth justice committees

E. News release and backgrounder

F. Alberta map showing sites visited

G. Written submissions – topics

H. Letter from Arnold Galet

A. List of partners with an interest in corrections programs

Title	FirstName	LastName	JobTitle	Company
Mr.	Chris	Branch		City of Calgary Community and Social Development
Ms.	Diane	Altwasser	Agency Coordinator	The Elizabeth Fry Society of Calgary
Ms.	Sara	McEwan	Executive Director	The Elizabeth Fry Society of Edmonton
Dr.	Stephen	Shafran		Infectious Disease Medical Services
Ms.	Maureen	Collins	Executive Director	The Edmonton John Howard Society
Mr.	Randall	Wright	President	Alberta Correctional Education Association
Major	Larry	Scarbeau	Executive Director	The Salvation Army
Ms.	Leona	Carter	Executive Director	Poundmaker's Lodge
Ms.	Cathy	Wood		Aventa
Ms.	Alana	Healy	Executive Director	Alberta Seventh Step Society
			Executive Director	Bedford House
			Executive Director	First Street Apartments
Mr.	Bruce	Reid	Executive Director	Hope Mission
			Executive Director	Herb Jamieson Centre
Mr.	Phil	Gougeon	Assistant Deputy Minister	Adult Learning Division, Alberta Learning
Ms.	Muriel	Sikorski	Executive Director	Bonnyville Indian/Metis Rehabilitation Centre
Mr.	Doug	Darwish	Executive Director	Enviros
Mr.	Al	Pierog	President	Catholic Social Services
			Executive Director	Poundmaker's Lodge
Mr. & Mrs.	Philip and Alice	Hoff		
Ms.	Verna	McLean		
Mr.	Eugene	Creighton	Chairman	Kainai Community Corrections Society
Mr.	Rupert	Arcand	Chairman	Yellowhead Tribal Community Corrections Society
Ms.	Monica	Onespot	Executive Director	Tsuu T'ina Nation/Stoney Corrections Society

Title	FirstName	LastName	JobTitle	Company
Mr.	Ron	Manyheads	Justice Director	Siksika Justice Commission
Mr.	Louis	Bellrose		Metis Nation Wilderness Camp Society
Mr.	Vincent	Nooskey	Native Elder	
Ms.	Susan	Ferguson	Native Elder	
Mr. & Mrs.	Albert and Alma	Desjarlais	Native Elders	East Prairie Settlement
Captain	Bruce	Smith		Church Army
Major	Jim	Champ		The Salvation Army
Monsignor	Bill	Irwin		Edmonton Catholic Charities (1976)
Mr.	Gordon	Nelson	Director of Operations	Aramark Canada Ltd.
Dr.	John	Gillespie		
Dr.	L.H.	Jaglalsingh	Chief Medical Officer	
Dr.	Ian	Bailes		
Captain	Eric	Miller	Senior Provincial Chaplain	
Dr.	Greg	Keough		
Dr.	A.	McPherson		Bigelow Fowler Clinic
Dr.	W.	Dehaeck		Grimshaw Medical Clinic
Dr.	P.D.	McGovern		
Dr.	Peter	Mah		Associate Clinic
Dr.	Gerry	Prince		G.D. Prince Professional Corp.
Dr.	George	Pugh		George M. Pugh Psychological Consultants Ltd.
Mr.	Lloyd	Nicholson		
Dr.	Bruce	Handley		
Ms.	Barbara	Schmalz		Schmalz Consulting Ltd.
Mr.	Michael L.	Lee		Schmalz Consulting Ltd.
Mr.	David K.	Fast		

Title	FirstName	LastName	JobTitle	Company
Mr.	Gordon	Sand		The Calgary John Howard Society
Dr.	David	Kinniburgh		Dynacare Kasper Medical Laboratories
Dr.	Sam	Shaw	President	Northern Alberta Institute of Technology
Dr.	Paul	Byrne	President	Grant MacEwan College
Dr.	Wayne	Shillington	President	Norquest College
Mrs.	Irene	Lewis	President	Southern Alberta Institute of Technology
Ms.	Sharon	Carry	President	Bow Valley College
Mr.	Thomas	Wood	President	Mount Royal College
Mr.	Daniel	Dunwoody	President	Fairview College
Dr.	Donna	Allan	President	Lethbridge Community College
Dr.	John	Brooks	Provincial Medical Director	Forensic Psychiatry Program
Mr.	Bob	Wasylyshen	Chief of Police	Edmonton Police Service
Mr.	Jack	Beaton	Chief of Police	Calgary Police Service
Mr	Bill	Sweeney	Commanding Officer	R.C.M.P. "K" Division
Mr	Doug	Hancock	President	Alberta Association of Chiefs of Police
Ms.	Christine	Leonard	Executive Director	The John Howard Society of Alberta
Ms.	Michele	Mulder	President	Alberta School Boards Association
Mr	G. Scott	Sutton	Ombudsman	
Mr.	Mark	Ewan	Chief Executive Officer	Alberta Mental Health Board
Ms.	Dianne	Lebedeff	Chairperson	c/o Calgary North Community Corrections Office
Ms.	Beatrice C.	Arcand	Coordinator	Alexander Youth Justice Committee
Ms.	Sandra	Potts	Coordinator	Alexis Youth Justice Committee
Ms.	Eileen L.	Chamberlain	Chairperson	Athabasca Youth Justice Committee
Sgt.	Harold	Milroy		Athabasca RCMP
Ms.	Mary	Sehlin	Chairperson	B.E.S.T.

Title	FirstName	LastName	JobTitle	Company
Sgt.	Tim	Gilbert	c/o Sylvan Lake RCMP	
Mr.	Doug	Barnard	Chairperson	Big Country Youth Justice Committee
Ms.	Pearl	Long Time Squirrel	Coordinator, Case Manager	Blood Tribe Youth Justice Committee
Mr.	Leo	Gadwa	Chairperson	c/o Native Friendship Centre
Constable	Kathleen	Lewis	Coordinator	Boyle RCMP Detachment
	Pat	Ramsay	Chairperson	Calgary East Youth Justice Committee
Mr.	David	Chakrovoty	Chairperson	Calgary North Hill Youth Justice Committee
Ms.	Corrine	Tucker	Chairperson	Calgary Southwest Youth Justice Committee
Ms.	Leann	Acheson	Chairperson	Calgary West Youth Justice Committee
Ms.	Carolyn	Merkle	Chairperson	Calling Lake Youth Justice Committee
Mr.	Dennis	Quarin	Chairperson	c/o Camrose Community Corrections
Sgt.	Paul	Sowers		RCMP Spirit River Detachment
Ms.	Lynn	Turner	Chairperson	Chinook Youth Justice Committee
Ms.	Diane	McMillan	Chairperson	Claresholm Youth Justice Committee
Mr.	Jack	Humphrey	Chairperson	c/o Coaldale Funeral Home
Mr.	Grant	Johnston	Chairperson	Cochrane Youth Justice Committee
Mr.	John H	Woodcock	Chairperson	Cold Lake Youth Justice Committee
Ms.	Helga	Van Meurs	Chairperson	Devon Youth Justice Committee
Mr.	Gordon	Fulton	Chairperson	Didsbury Youth Justice Committee
Ms.	Teresa	Nickason		Dover Youth Justice Committee
Ms.	Margie	Smith	Chairperson	Drayton Valley Youth Justice Committee
Mr.	Gary B	Bennett	Chairperson	Edmonton Youth Justice Committee
Ms.	Joan	Collins	Coordinator	NCSA
Ms.	Shari	McDowell	Chairperson	c/o Edson Community Corrections
Ms.	Mary	McDonald	Chairperson	c/o Yellowhead Tribal Community Corrections Society
Ms.	Valerie	Long	Chairperson	Fish Creek Youth Justice Committee

Title	FirstName	LastName	JobTitle	Company
Mr.	Craig	Flomand	Co-Chairman	Frog Lake/Fishing Lake Youth Justice Committee
Ms.	Elise	Waskahat	Co-Chairperson	Frog Lake/Fishing Lake Youth Justice Committee
Ms.	Julia	Cardinal	Chairperson	Fort Chipewyan Youth Justice Committee
Ms.	Alice	Van Driesten	Chairperson	Fort Macleod Youth Justice Committee
Ms.	Magda	Schouten	Chairperson	Fort McMurray Youth Justice Committee
Mr.	Jim	Kirk	Chairperson	Gibbons and Bon Accord Youth Justice Committee
Mr.	Harvey	Anderson	Chairperson	Gift Lake Peace Advisory Committee
Ms.	Marge	Mueller	Chairperson	Grande Prairie Youth Justice Committee
Mr.	Joe	Schnurer	Chairperson	Hanna and District Youth Justice Committee
Ms.	Terry	Rosser	Chairperson	High Prairie Youth Justice Committee
Ms.	Maureen	Dawson	Chairperson	High River Youth Justice Committee
Ms.	Doris	Couillard	Justice Support Worker	Metis Settlements Child & Family Services Authority Region 18
Mr.	Wayne	Lowe	Chairperson	Lacombe Youth Justice Committee
Ms.	Edna	Ritchie	Chairperson	Leduc Regional Youth Justice Committee
Ms.	Gail	Bowen		
Ms.	Susan	Petryshyn	Chairperson	Lethbridge Youth Justice Committee
Mr.	David	Headman III	Special Projects	Maskwachees Youth Justice Committee
Mr.	Ed	Irving	Chairperson	Medicine Hat Youth Justice Committee
Ms.	Lynda	Parsons	Chairperson	Mid-sun Youth Justice Committee
Ms.	Phyllis	Edgar	Chairperson	Millican-Ogden Youth Justice Committee
Ms.	Denise	Gagne	Coordinator	Morinville Youth Justice Committee
Mr.	Kirk	Buffalo	Program Manager, Tribal Justice Circles	Samson Cree Nation
Mr.	Brian	Large	Chairperson	North of McKnight (Calgary) Youth Justice Committee
Ms.	Marci	Copes	Chairperson	Northern Hills Youth Justice Committee

Title	FirstName	LastName	JobTitle	Company
Mr.	Leslie	Yellowface	Chairperson O'Chiese Youth Justice Committee	Yellowhead Tribal Community Corrections Society
Ms.	Marg	Cox	Chairperson	Okotoks Youth Justice Committee
Mr.	Keith	Rain	Chairperson	Paul Band Youth Justice Committee, Paul Band Administration
Ms.	Lili	Parenteau	Chairperson	Peace River Youth Justice Committee
Mr.	Andrew	Orr	Chairperson	Peerless Lake Youth Justice Committee
Mr.	Joseph	Yellowhorn	Chairperson	Peigan Youth Justice Committee
Mr	Linden	Wilms	Chairperson	Pincher Creek Youth Justice Committee
Mr	Bernie	Burbank	Acting Chairperson	Properties/Monterey Youth Justice Committee
Ms.	Anne-Marie	Block	Chairperson	Ranchlands Youth Justice Committee
Ms.	Katrina	Hansen	Chairperson	c/o Red Deer Community Corrections
Ms	Judy	Lamb	Chairperson	Rimbey and District Youth Justice Committee
Ms.	Patty	Numan	Chairperson	Riverbend Youth Justice Committee
Ms	Gloria	Auger	Coordinator	Native Counselling Services of Alberta
Mr.	Gary	Laboucan	Chairperson	c/o Native Counselling Service of Alberta
Ms	Joyce	Thornton	Chairperson	c/o Native Counselling Service of Alberta
Ms.	Judy	Morris	Chairperson	Southcentre Neighbourhoods Youth Justice Committee
Ms.	Heather	Sheppard	Chairperson	South Glenmore Youth Justice Committee
Mr.	Ed	Bailey	Chairperson	Southland Youth Justice Committee
Ms.	Liz	Allchin	Chairperson	St. Albert Youth Justice Committee
Mr	Perry	Christian	Chairperson	c/o Stettler Community Corrections
Mr	Bill	Shaver	Chairperson	Stony Plain Youth Justice Committee
Mr.	Guy	Germain	Chairperson	St. Paul Youth Justice Committee
Mr	Doug	Berry	Chairperson	Family and Community Services
Ms.	Donna	Thiessen	Chairperson	Strathmore Youth Justice Committee
Mr.	David	Smith	Chairperson	Valleyview Youth Justice Committee

Title	FirstName	LastName	JobTitle	Company
Ms	Rita	Auger	Chairperson	Wabasca Desmarais Youth Justice Committee
Mr	Joe	Gubbels	Crime Prevention Coordinator	Wesmumaposwin Youth Justice Committee
Ms	Suzanne	Thompson	Chairperson	West Central Region 9 Youth Justice Committee
Ms	Judith	Thompson-Legare	Acting Chairperson	Wetaskiwin Youth Justice Committee
Mr	Norman	Hodgson	Chairperson	Whitecourt Youth Justice Committee
Mr	Leonard	Laboucan	Chairperson	Whitefish Lake Youth Justice Committee
Ms	Wendy	Snow	Chairperson, Yellowhead Youth Justice Committee	c/o Evansburg RCMP Detachment
Ms	Debra	Bray	President	Calgary Youth Justice Society
Mr	Alf	Rudd	Chief of Police	Blood Tribe Police Service
Mr	Ian	Cameron	A/Chief of Police	Lethbridge City Police
Mr	Bill	Zens	Chief of Police	Lacombe Police Service
Mr	George	Blackwood	Chief of Police	Lesser Slave Lake Regional Police Service
Mr	M.L.	Chalmers	Chief of Police	Camrose Police Service
Mr	Terry	Dreaddy	Chief of Police	Taber Police Service
Mr	Jerry	Morash	Chief of Police	Tsuu T'ina Nation Police Service
Mr	David	Joyes	Chief of Police	Louis Bull Police Service
Sgt	Colin	White	Chief of Police	North Peace Tribal Police Service
Mr	Norm	Boucher	Chief of Police	Medicine Hat Police Service
Ms	Janet	Umphrey	Executive Director	Foothills Hospital - Administration
Mr	Allen	Benson	Chief Executive Officer	Native Counselling Services of Alberta
The Hon	Iris	Evans	Minister of Children's Services	107 Legislature Building
The Hon	Gene	Zwozdesky	Minister of Community Development	229 Legislature Building

Title	FirstName	LastName	JobTitle	Company
The Hon	Dave	Hancock, Q.C.	Minister of Justice and Attorney General	208 Legislature Building
The Hon	Pearl	Calahasen	Minister of Aboriginal Affairs and Northern Development	403 Legislature Building
The Hon	Clint	Dunford	Minister of Human Resources and Employment	324 Legislature Building
Ms	Linda	Ambrose	Program Director	Alberta Hospital
Dr		Brooks	Clinical Director	Northern Alberta Forensic Psychiatry Services
Ms	Laurie	Beverley	Provincial Administrative Director	Forensic Psychiatry Program

B. Letter to partners

May 23, 2002

«Title» «FirstName» «LastName»
«JobTitle»
«Company»
«Address1»
«Address2»
«City», «Province»
«PostalCode»

Dear Alberta Correctional Services Partner:

Please find attached a news release announcing an MLA review of Alberta's corrections programs. The release also includes general details on the committee's terms of reference.

The MLA committee will be inviting written submissions in the near future. Unsolicited submissions will also be considered as part of the review.

You will be advised in the coming weeks about how you can participate in the consultation.

I encourage you to take part. Your views and advice will help ensure that our corrections programs meet the needs of Albertans now and into the future.

Sincerely,

Heather Forsyth
Solicitor General

C. Second letter to partners

Mary Anne Jablonski, MLA
Red Deer North Constituency
Chair, Youth Secretariat

June 3, 2002

«Title» «FirstName» «LastName»
«JobTitle»
«Company»
«Address1»
«Address2»
«City», «Province»
«PostalCode»

Dear Alberta Correctional Services Partner:

On May 23, 2002, the Solicitor General announced the appointment of a Correctional Services MLA Review Committee. Members include Mary Anne Jablonski, MLA Red Deer North (Chair), Ray Danyluk, MLA Lac La Biche-St. Paul and Thomas Lukaszuk, MLA Edmonton Castledowns. The committee will review, in key areas, the design and delivery of correctional programs in Alberta.

A copy of the committee's terms of reference was previously mailed or sent by fax to your attention. For your convenience, I have included another copy of the release with this correspondence.

Insofar as you may have suggestions or ideas that relate to the areas under review, you are encouraged to take part by writing to the committee. All correspondence received will be reviewed by the committee, however the committee may not respond to the content of individual written submissions. Responses can be sent by regular mail, facsimile or email. My mailing address and facsimile number is on the letterhead. Email should be addressed to:

"mlacorrectionsreview@gov.ab.ca"

As I must provide a report to the Solicitor General by October 31, 2002, written submissions received after October 1 will not be considered by the committee.

I look forward to hearing from you.

Sincerely,

Mary Anne Jablonski, MLA
Red Deer North

D. List of youth justice committee locations in Alberta

1. Airdrie, Crossfield and District
2. Alexander
3. Alexis First Nation *(Glenevis)*
4. Anzac*
5. Athabasca
6. B.E.S.T. *(Sylvan Lake & Area)*
7. Big Country *(Acme & Area)*
8. Blood Tribe *(Stand Off)*
9. Bonnyville
10. Boyle and District
11. Buffalo Lake Metis Settlement
12. Calgary East
13. Calgary North Hill
14. Calgary Southwest
15. Calgary West
16. Calling Lake
17. Camrose and District
18. Central Peace *(Spirit River & Area)*
19. Chinook *(Calgary)*
20. Claresholm
21. Coaldale
22. Cochrane and District
23. Cold Lake
24. Devon
25. Dudsbury
26. Dunat *(Calgary)*
27. Drayton Valley
28. Drumheller Valley*
29. Edmonton Native
30. Edmonton
31. Edson and District
32. Elizabeth Metis Settlements
33. Enoch *(Stony Plain)*
34. Fish Creek *(Calgary)*
35. Fort Chipewyan
36. Fort MacKay*
37. Fort Macleod
38. Fort McMurray
39. Frog Lake/Fishing Lake
40. Gibbons
41. Gift Lake
42. Grande Prairie
43. Hanna and District
44. High Level*
45. High Prairie
46. High River
47. Innisfail
48. Kikaskitan* *(Woodland Cree Band)*
49. Kikino Metis Settlement
50. Lacombe
51. Ledue Regional
52. Lethbridge
53. Lloydminster*
54. Maskwachees *(Hobbema)*
55. Mayerthorpe
56. McLennan*
57. Medicine Hat
58. Mid-Sun *(Calgary)*
59. Millican-Ogden *(Calgary)*
60. Morinville
61. Nipisihkopahk
62. North Central *(Calgary)*
63. North County* *(Picture Butte & Area)*
64. Northern Hills *(Calgary)*
65. North of McKnight *(Calgary)*
66. O'Chiese
67. Okotoks
68. Paul Band
69. Peace River
70. Peavine Metis Settlement
71. Peerless Lake
72. Pegan
73. Pincher Creek
74. Properties Monterey *(Calgary)*
75. Ranchlands *(Calgary)*
76. Red Deer
77. Rimbey and District
78. Riverbend *(Calgary)*
79. Saddle Lake
80. Slave Lake
81. Southeastern Neighbourhoods (*Calgary*)
82. South Dunfield *(Calgary)*
83. South Glenmore *(Calgary)*
84. Southland *(Calgary)*
85. St. Albert
86. Stettler
87. Stony Plain
88. St. Paul
89. Strathcona County *(Sherwood Park)*
90. Strathmore
91. Valleyview Sturgeon Lake
92. Wabasca/Desmarais
93. Wandering River
94. West Central Region 9 *(Breton & Area)*
95. Wetaskiwin
96. Whitecourt
97. Whitefish Lake*
98. Yellowhead *(Grimshaw & Area)*

E. Copy of news release and backgrounder

Alberta

News release

May 23, 2002 No. 02-SG016

Review of corrections programs launched

Edmonton - An MLA Review Committee will examine Alberta's corrections programs to ensure they meet the needs of community and staff safety, offender rehabilitation, and cost effectiveness, and will report back to government this fall with its recommendations.

"The safety of the public and staff and offenders in our correctional centres is my number one priority," said Alberta Solicitor General Heather Forsyth. "I want to ensure that offender rehabilitation and work programs are appropriate to meet our current and future needs. The corrections landscape has changed with the increased use of conditional sentences by the courts, and the resulting decline in minimum-security offender populations."

Forsyth noted that while Alberta's corrections programs are the most cost-effective in Canada, the review also includes an examination of the cost and effectiveness of Alberta's programs compared to those in other jurisdictions.

Specific issues the committee has been directed to include in the review are:

- the effect of current sentencing practices on Alberta's corrections programs
- staff and funding resources
- offender security and staff safety, including the use of stab-proof vests, cut-resistant gloves, contraband control and smoking in correctional centres
- custody bed capacity requirements and occupancy rates
- offender rehabilitation and work programs

Mary Anne Jablonski, MLA for Red Deer-North will chair the committee. Other members are Ray Danyluk, MLA for Lac La Biche-St. Paul; and Thomas Lukaszuk, MLA for Edmonton-Castle Downs.

"We will send out invitations for written submissions to a wide range of individuals and organizations we've identified as interested in providing input," said Jablonski. "Unsolicited submissions from other groups or individuals will also be considered as part of the review."

Committee members will tour adult and young offender correctional facilities, attendance centres and community corrections offices across Alberta.

"My ministry has three core businesses," said Forsyth. "We've already undertaken a review of policing and are currently reviewing victims programs. A review of corrections programs is a logical next step."

Organizations and Albertans with an interest in participating in the review can send a written submission to Mary Anne Jablonski at 620 Legislature Annex, 9718-107 Street, Edmonton AB, T5K 1E4.

Attachments: terms of reference
Solicitor General Web Site: http://www.gov.ab.ca/just/
For further information, contact:
Heather Forsyth - Solicitor General - (780) 415-9406
Mary Anne Jablonski - Chair, MLA Corrections Review Committee - (780) 422-3882
Jean Olynyk - Director, Solicitor General Communications - (780) 427-0900

Alberta

Backgrounder

Correctional Services MLA Review
Terms of Reference

Introduction
Alberta Correctional Services administers pre-trial supervision, community (probation) and custody sentences through a variety of community and custodial supervision programs for adult and young offenders. It can also supervise alternative sanctions that meet strict eligibility criteria, including adult and young offender Alternative Measures programs, and those administered by adult and youth justice committees.

Alberta Correctional Services directly manages eight adult correctional centres and two attendance centres and contracts with an Aboriginal organization for the operation of one adult centre. Correctional facilities incarcerate offenders remanded into custody or sentenced to periods of custody up to two years less one day. Alberta correctional centres have seven satellite minimum-security camps, two of which are managed by Aboriginal organizations.

Alberta Correctional Services also manages four young offender correctional centres, two young offender attendance centres and one work camp. An additional camp program and four open custody group homes are operated by non-profit organizations under contract.

It is responsible for ensuring that its correctional services are efficiently operated, appropriate to the current and anticipated needs of the courts, protect the community, hold offenders accountable through custody and supervision and work services, and provide adequate offender rehabilitation opportunities.

Purpose
The provincial review will assess, in key areas, the design and delivery of correctional programs in Alberta. The findings of the review will be provided to the Solicitor General for consideration. As required, the review report will include findings focused on ensuring that Alberta's correctional programs are cost-effective and appropriate to current and future correctional needs, the safety needs of all Albertans and the need to hold offenders accountable and provide them with rehabilitative and work opportunities. An important element of this review is a comparison with Ontario, Canada's largest provincial corrections jurisdiction, which shares with Alberta a similar correctional philosophy and many of the same challenges. In addition, Ontario has implemented a number of privatized correctional programs.

The review will examine Alberta Correctional Services' day-to-day operations in areas of:

- Staff and funding resources for correctional programs.
- Offender security and staff safety. This will include but is not limited to, a review of issues surrounding the availability and/or use of stab resistant vests, cut resistant gloves, drug-detection and other contraband control equipment and resources, and smoking in correctional centres.

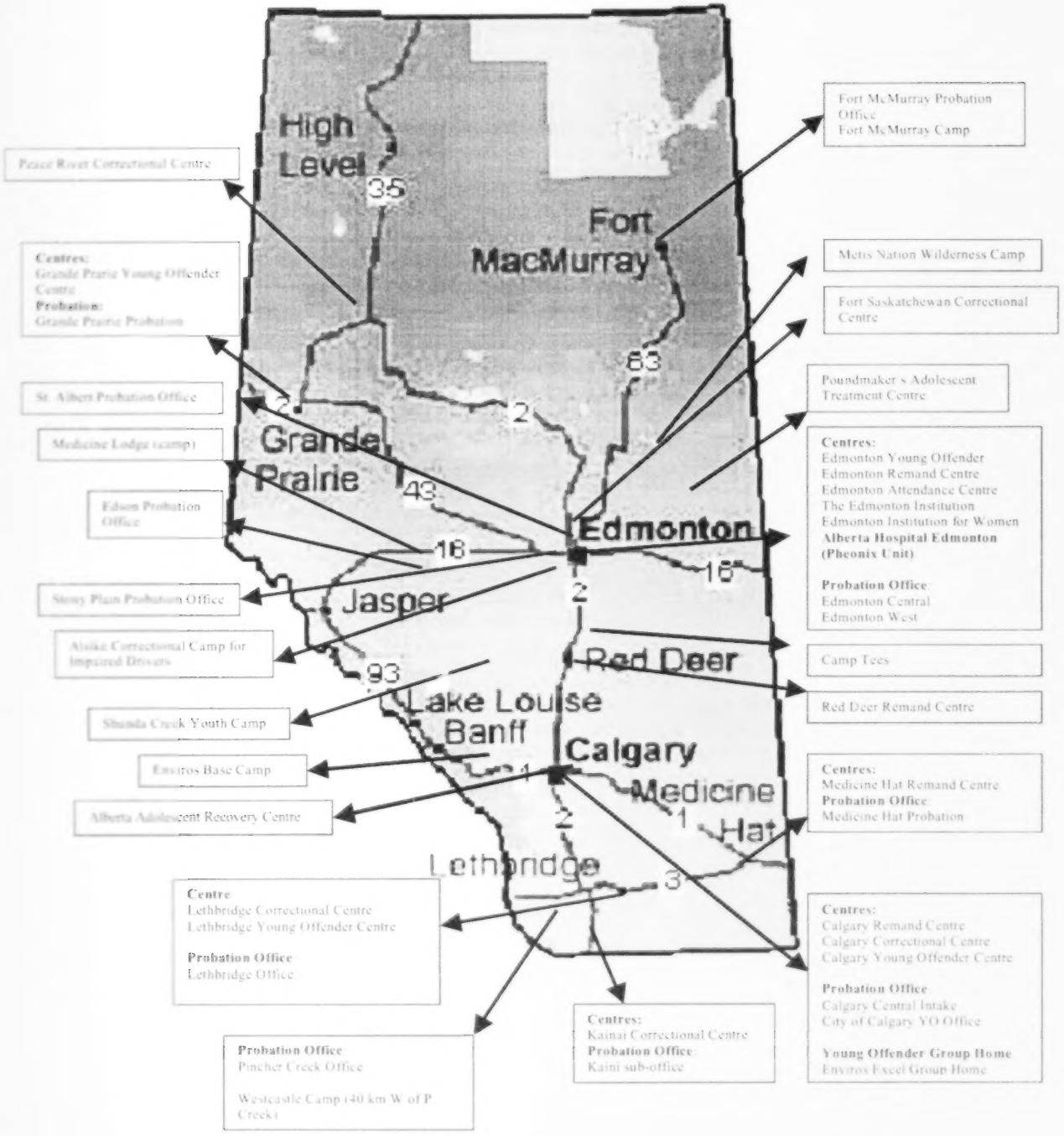
- Custody bed capacity requirements and occupancy rates.
- Offender rehabilitation and work programs.

Process
Three Members of the Legislative Assembly will conduct the review.
Alberta Correctional Services will provide support services as required.
Alberta Solicitor General will be responsible for approved travel and other related costs of this review.

Timeframe
The review report will be provided to the Alberta Solicitor General by October 31, 2002.

Copyright(c); 2002 Government of Alberta

F. Alberta map showing sites visited



G. Written submissions – topics

Topics
Privatization
Offender programs & services
Community Corrections
Staff safety/offender security
Camps
Closure of Peace River Correctional Centre
Mental health programs / initiatives
Protective apparel (vests or gloves)
Policing responsibilities
Youth Justice Committees
Aboriginal offender issues
Sick leave
Critical incident debriefing
High Risk Offenders
Management relations
Staff recruitment / training / retention
Smoking
Sexual harassment complaint
Addicted adolescents in court system
Electronic court disclosure
Incarcerated youth with welfare status
Filling vacant positions
Incarceration alternatives
Ontario Throne Speech (Task Force)
Drug testing
Public education
Information sharing with police
Computer technology
Fitness / wellness incentives
Uniforms for CSW staff
Unnecessary criminalization of youth (administrative offences)

H. Letter from Arnold Galet

Alberta
SOLICITOR GENERAL
Correctional Services

Memorandum

FROM: Arnold Galet
Assistant Deputy Minister
Correctional Services

OUR FILE REFERENCE:

YOUR FILE REFERENCE:

TO: Correctional Services Staff

DATE: May 23, 2002

TELEPHONE: 427-3440
FAX: 427-5905

SUBJECT: **MLA Review Committee**

On May 23, 2002, the Solicitor General appointed a Correctional Services MLA Review Committee. Members include Mary Anne Jablonski, MLA Red Deer-North (Chair), Ray Danyluk, MLA Lac La Biche-St. Paul and Thomas Lukaszuk, MLA Edmonton-Castledowns. A news release respecting the review is attached.

The committee will review, in key areas, the design and delivery of correctional programs in Alberta.

I welcome the review. I am confident that it will help ensure that Alberta Correctional Services remains a national leader in the provision of cost-effective correctional programs that hold offenders appropriately accountable, and meet the safety needs of all Albertans.

Invitations for written submissions will be mailed in the near future to our various partners in the delivery of correctional services. Additionally, individual staff members are invited to provide written submissions, which can be mailed to Mary Anne Jablonski at 620 Legislature Annex, Edmonton, Alberta T5K 1E4. As well, the review committee will be visiting many adult and young offender facilities and program sites throughout Alberta. These tours will provide the committee with valuable "hands on" insights that will greatly assist the review.

MLA review committee members will be speaking directly with staff members during facility and program site tours. Please extend your fullest cooperation. Your support will ensure that the committee's site visits contribute to a review process that is productive.

A. Galet

Arnold Galet